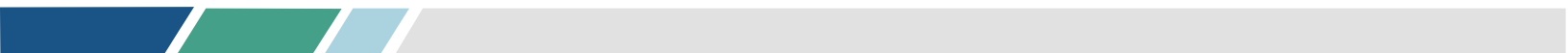


# Lacey Joint Plan (Draft)

City of Lacey & Thurston County

2023 Update



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## Forward

Thurston County, with the Cities of Lacey, Olympia, and Tumwater initially agreed upon the process of joint planning in the 1988 *Memorandum of Understanding: An Urban Growth Management Agreement*. This agreement established short- and long-term urban growth areas for the Cities of Lacey, Olympia, and Tumwater, outlining a process for utility expansion into these unincorporated areas while requiring Thurston County to jointly plan for these areas with each City.

In 1990, the Washington State Legislature passed the Growth Management Act (GMA). The Act requires Thurston County and each of its Cities to adopt a Comprehensive Plan and to establish a 20-year urban growth boundary jointly for each urban area. To guide this planning effort, the Act mandated Thurston County to create County-Wide Planning Policies (CWPP's).

Thurston County adopted CWPP's in 1992 in collaboration with its cities and towns. The Policies reaffirmed joint planning would be used to plan for each City's urban growth area. In 1993, representatives of Thurston County and its cities and towns clarified the intent of the CWPP's and affirmed the long- and short-term urban growth boundaries as established in the 1988 *Memorandum of Understanding*. These Policies and boundaries ensure internal and inter-jurisdictional consistency, and consistency with other plans and regulations.

This Joint Plan Update (Update) works to encompass changes that have happened within the Lacey community over the last twenty years since the previous Lacey Joint Plan was adopted in 2003, while seeking to anticipate changes over the next twenty years. This Update includes a community vision, goals and policies, an updated land inventory and population forecasts. It also takes into account the growing need for affordable housing and the impacts of climate change, while preparing for future uncertainties within the next twenty years.

The County and City may amend their Comprehensive Plans or the Lacey Joint Plan annually. Comprehensive Plans, as well as the Joint Plan, must be updated on a ten-year cycle, consistent with the Growth Management Act. The Board of County Commissioners (BoCC) takes the final action to adopt any changes to the Lacey Joint Plan.

## JOINT PLANNING POLICIES

Thurston County and the cities and towns within its borders will jointly plan the unincorporated portions of urban growth areas.

Each city and town will assume lead responsibility for preparing the joint plan for its growth area in consultation with the county and adjoining jurisdictions.

The jointly adopted plan or zoning will serve as the basis for county planning decisions and as the pre-annexation comprehensive plan for the city to use when annexations are proposed.

Each joint plan or zoning will include an agreement to honor the plan or zoning for a mutually agreeable period following adoption of the plan or annexation.

Nothing in these policies shall be interpreted to change any duties and roles of local governmental bodies mandated by state law; for example, statutory requirements that each jurisdiction's planning commission hold hearings and make recommendations on comprehensive plans and zoning ordinances.

*A full list of CWPP's are included as an Appendix to this Update.*

## Definitions & Acronyms

Annexation – a legislative action whereby a city or town adds territory beyond its existing city limits.

Lacey Community – a diverse and wide-ranging group of individuals with varied perspectives, backgrounds, and roles that share a common sense of belonging to the area loosely encompassed but not fully limited to the City of Lacey and Lacey Urban Growth boundaries based on social, cultural, or geographic ties.

BoCC – Thurston County Board of County Commissioners

CWPP – County Wide Planning Policies

GMA – Growth Management Act

JBLM - Joint Base Lewis-McChord

LID - Low Impact Development

UGA – City of Lacey Urban Growth Area

OFM – Office of Financial Management

PRD - Planned Residential Developments

PUD - Planned Unit Developments

TRPC – Thurston Regional Planning Council

Update – 2023 Joint Plan Update (this document)

## Referenced Reports & Supporting Documents

While the Joint Plan is updated on a ten-year cycle, the practice of joint planning is one of adaptability, collaboration, and action. It requires ongoing communication and dialogue between all parties to ensure that goals and objectives are understood, shared, and reflective of the community vision and within the day-to-day decisions of local government, stakeholders, and the community at large.

Within this context, the Land Use Element of the Lacey Comprehensive Plan and Thurston County Comprehensive Plan have laid the groundwork for this Joint Plan Update. For many, the community events surrounding the 2016 Lacey Comprehensive Plan served as an introduction to the planning process, how experiences and shared visions work to inform policy, and how the collaborative nature of the process can lead to stronger community connections.

In addition to the Lacey and Thurston County Land Use Elements, there are many other community driven plans and projects that have influenced the development of this Update and the information contained within. These plans explore specific topics within our community and the strategies we have collectively identified to support them. These include:

- 2012 Lacey Transportation Plan
- 2013 Sustainable Thurston
- 2015 County-Wide Planning Policies
- 2016 City of Lacey Comprehensive Plan
- 2017 Lacey Parks and Recreation Comprehensive Plan
- 2017 Revitalizing Urban Transit Corridors (Urban Corridors Task Force)
- 2018 Population Forecast Allocations
- 2018 Pedestrian and Bicycle Plan for the City of Lacey and Lacey UGA
- 2019 Lacey Affordable Housing Strategy
- 2020 Thurston County Comprehensive Plan
- 2020 Thurston Regional Transportation Plan
- 2020 Thurston County Parks, Open Space and Trails Plan
- 2020 Thurston County Strategic Plan
- 2020 Thurston Climate Mitigation Plan
- 2021 Buildable Lands Report for Thurston County
- 2021 Lacey Housing Action Plan
- 2022 Lacey Community Market Study
- 2023 Thurston County 20-year Community Priorities Survey

## Referenced Reports & Supporting Documents (in draft stage)

In addition to the plans listed above, there are a number of plans currently in development that offer valuable context and community perspectives that have been used to further inform this Update.

- 2023 TRPC Martin Way Corridor Study
- 2023 Lacey Transportation Plan
- 2023 Lacey Parks, Culture & Recreation Comprehensive Plan
- 2023 Thurston Regional Hazard Mitigation Plan

# Contents

<b>Forward.....</b>	<b>3</b>
<b>1 The Role of Joint Planning .....</b>	<b>9</b>
1.1 The Growth Management Act & Joint Planning .....	9
1.1.1 UGA County-Wide Planning Policies (CWPP).....	9
1.2 History of the Lacey Joint Plan.....	11
1.3 Description of the Joint Planning Area.....	11
1.4 The Local Planning & Development Process.....	13
1.5 Annexations Over Time.....	14
1.6 Public Involvement & Participation .....	14
1.7 Plan Amendments.....	16
1.8 Urban Land Uses & Available Supply .....	16
1.9 The Buildable Lands Program .....	16
1.10 A Changing Community .....	17
1.11 Sustainable Development Practices.....	19
1.12 Joint Plan Organization & Content.....	19
1.12.1 Goals & Policies .....	20
1.12.2 Chapter 1: Introduction .....	20
1.12.3 Chapter 2: Urban Design & Land Use .....	20
1.12.4 Chapter 3-10: Joint Planning Elements.....	20
1.12.5 Chapter 11: Implementation .....	21
<b>2 Urban Design &amp; Land Use .....</b>	<b>22</b>
2.1 Zoning & Future Land Uses.....	22
2.1.1 Martin Way Corridor.....	22
2.1.2 Residential Lands .....	23
2.1.3 Commercial & Industrial Lands .....	24
2.2 Land Use Designations.....	26
2.2.1 Agriculture & Open Space Districts.....	26
2.2.2 Commercial Districts .....	27
2.2.3 Residential Districts .....	27
2.2.4 Mixed Use Districts .....	27
2.2.5 Resource & Industrial Districts.....	27
2.2.6 Districts Summary .....	28
2.3 Land Use and Urban Design Goals & Policies.....	28
2.4 Development & Land Use Implementation Strategies .....	33
<b>3 Housing &amp; Affordability .....</b>	<b>34</b>

3.1	Housing Goals & Policies.....	34
3.2	Residential Implementation Strategies.....	39
3.1.1	Affordable Housing Strategic Policies.....	37
<b>4</b>	<b>Natural Environment.....</b>	<b>41</b>
4.1	Natural Environment Goals & Policies.....	41
4.2	Environmental Implementation Strategies.....	45
<b>5</b>	<b>Parks, Culture, &amp; Recreation.....</b>	<b>46</b>
5.1	Parks, Culture, & Recreation Goals & Policies .....	46
5.2	Parks, Culture, & Recreation Implementation Strategies .....	46
<b>6</b>	<b>Economic Development.....</b>	<b>48</b>
6.1	Economic Development Goals & Policies .....	48
6.1.1	Commercial & Industrial Goals & Policies.....	49
6.2	Economic Development Implementation Strategies .....	50
<b>7</b>	<b>Public Services.....</b>	<b>51</b>
7.1	Public Services Goals & Policies .....	51
7.1.1	Essential Public Facilities.....	51
7.1.2	Public & Institutional Uses.....	52
7.1.3	Health & Human Services Goals & Policies.....	52
7.1.4	Library Facilities .....	53
7.2	Public Services Implementation Strategies.....	53
<b>8</b>	<b>Transportation &amp; Infrastructure.....</b>	<b>55</b>
8.1	Urban Corridors .....	55
8.2	Martin Way Corridor Study.....	56
8.2.1	Martin Way Corridor Vision & Goals.....	56
8.3	Transportation Goals & Policies.....	57
8.4	Transportation Implementation Strategies .....	59
8.4.1	Lacey Pedestrian & Bicycle Plan Implementation Strategies.....	59
<b>9</b>	<b>Utilities &amp; Capital Facilities .....</b>	<b>63</b>
9.1	Utilities & Capital Facilities Goals & Policies .....	63
9.1.1	Water Resources.....	66
9.1.2	Low Impact Development:.....	66
9.2	Utilities & Capital Facilities Implementation Strategies.....	66
<b>10</b>	<b>Implementation .....</b>	<b>68</b>

10.1 Plan Coordination Goals & Policies..... 68

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# 1 The Role of Joint Planning

The Joint Plan builds upon our community's values and our vision for the future. The goals and policies within this document provide high-level direction for actions the City, County, and community members may take to realize these values and vision. Goals and policies guide budgets, master plans, development regulations and other decisions within the Lacey Urban Growth Area (UGA) during its transition from rural- to urban-levels of activity and use.

## 1.1 The Growth Management Act & Joint Planning

In the early 1990s, the Washington State Growth Management Act (GMA) was passed in response to rapid and sprawling growth in many parts of the state that was causing a decrease in the quality of life, negative effects on the environment, and increased costs for municipal infrastructure and maintenance. The City of Lacey and Thurston County adopted a revised Comprehensive Plan consistent with the GMA in 1994, which applied to both the city limits and the unincorporated lands in the Lacey UGA.

This update applies to the unincorporated lands within the UGA. The purpose of this Update is to provide consistent policy direction for how the Lacey community will grow over the next twenty years.

The GMA requires most urban counties and cities in the state to prepare comprehensive plans to address how they will manage expected growth. It directs urban areas (including Lacey), to absorb more of the state's population growth than rural areas, thereby preserving forests, natural habitats, farmland, and other important resource lands. Focusing growth in urban areas also reduces traffic, pollution, and the costs of providing city level services that protect the health, safety and quality of life of community members.

### 1.1.1 UGA County-Wide Planning Policies (CWPP)

In 2015, the CWPP's were amended to incorporate foundational principles and policies from [\*Creating Places, Preserving Spaces, A Sustainable Development Plan for the Thurston Region \(December 2013\)\*](#). Policies specific to the Urban Growth Areas have been included below as part of this document. A full list of CWPPs can be found on the Thurston County Website.

Policy A: Urban growth within Thurston County is to occur only in designated urban growth areas.

Policy B: The boundaries of designated urban growth areas must meet the following criteria:

- a. Contain areas characterized by urban growth.
- b. Be served by or planned to be served by municipal utilities.
- c. Contain vacant land, or under-developed land with additional capacity, near existing urban areas that is capable of supporting urban development.
- d. Be compatible with the use of designated resource lands and critical areas.
- e. Follow logical boundaries.
- f. Consider citizen preferences.
- g. Be of sufficient area and densities to permit the urban growth that is projected to occur in the succeeding twenty-year period.

Policy C: Amendments to the urban growth boundaries must use the following process:

- a. Cities and towns will confer with the county about boundary location or amendment.

- b. Proposed boundaries are presented to the Urban Growth Management (UGM) subcommittee of Thurston Regional Planning Council, which makes a recommendation directly to the Board of County Commissioners.
- c. Following a public hearing, the Board of County Commissioners designates the boundaries and justifies its decision in writing.
- d. Cities and towns not in agreement with the boundary designation may request mediation through the State Department of Commerce.
- e. At least every 10 years, growth boundaries will be reviewed based on updated 20year population projections.
- f. Appeals of decisions made through this process are per the State Growth Management Act, RCW 36.70A.

Policy D: Expansion of the Urban Growth Boundary must demonstrate consistency with:

- a. All of the following criteria:
  - i. For South County jurisdictions: the expansion area can and will be served by municipal water and transportation in the succeeding 20 years. South County jurisdictions must demonstrate that the expansion can be served by sewage disposal measures that provide for the effective treatment of waste water in the succeeding 20 years.
  - ii. For North County jurisdictions: the expansion area can and will be served by municipal sewer, water, and transportation in the succeeding 20 years.
  - iii. Urbanization of the expansion area is compatible with the use of designated resource lands and with critical areas.
  - iv. The expansion area is contiguous to an existing urban growth boundary.
  - v. The expansion is consistent with these County-Wide Planning Policies.
- b. One of the two following criteria:
  - i. There is insufficient land within the Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years; or
  - ii. An overriding public interest demonstrating a public benefit beyond the area proposed for inclusion would be served by moving the Urban Growth Boundary related to protecting public health, safety and welfare; enabling more cost-effective, efficient provision of sewer or water; and enabling the locally adopted Comprehensive Plans to more effectively meet the goals of the State Growth Management Act.

Policy E: Reduction of the Urban Growth Boundary must demonstrate consistency with all of the following criteria:

- a. Sufficient land will remain within the reduced Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years.

- b. The reduced Urban Growth Boundary will include cost-effective sewer and water and transportation service areas, as applicable for each urban growth area.
- c. Reduction of the Urban Growth Boundary is compatible with the use of the designated resource lands and with critical areas.

## 1.2 History of the Lacey Joint Plan

In 1994, the first Joint Plan was adopted by the City of Lacey and Thurston County, establishing a desired level of character, quality, and pattern of physical development. It specified an appropriate amount and location of various land uses, appropriate densities and intensities, and the timing of land uses in various locations. It also coordinated how the City of Lacey and its UGA developed and how necessary infrastructure and capital improvements would be accomplished to serve anticipated growth.

In 2003, the Joint Plan was reviewed and updated to verify that the growth projections and land capacity analysis developed in 1994 remained valid and on track with development trends. The 2003 Plan also emphasized a variety of residential zoning districts to accommodate higher densities while improving affordability, commercial and residential design policies that promote walkable neighborhoods, pedestrian oriented streetscapes, and a network of parks and open spaces.

This Update serves as the guiding document for how the urban growth area (Figure 1) transitions from rural- to urban-levels of activity and uses over the next 20 years. The City of Lacey and Thurston County will collaboratively implement the goals and policies contained within the following chapters.

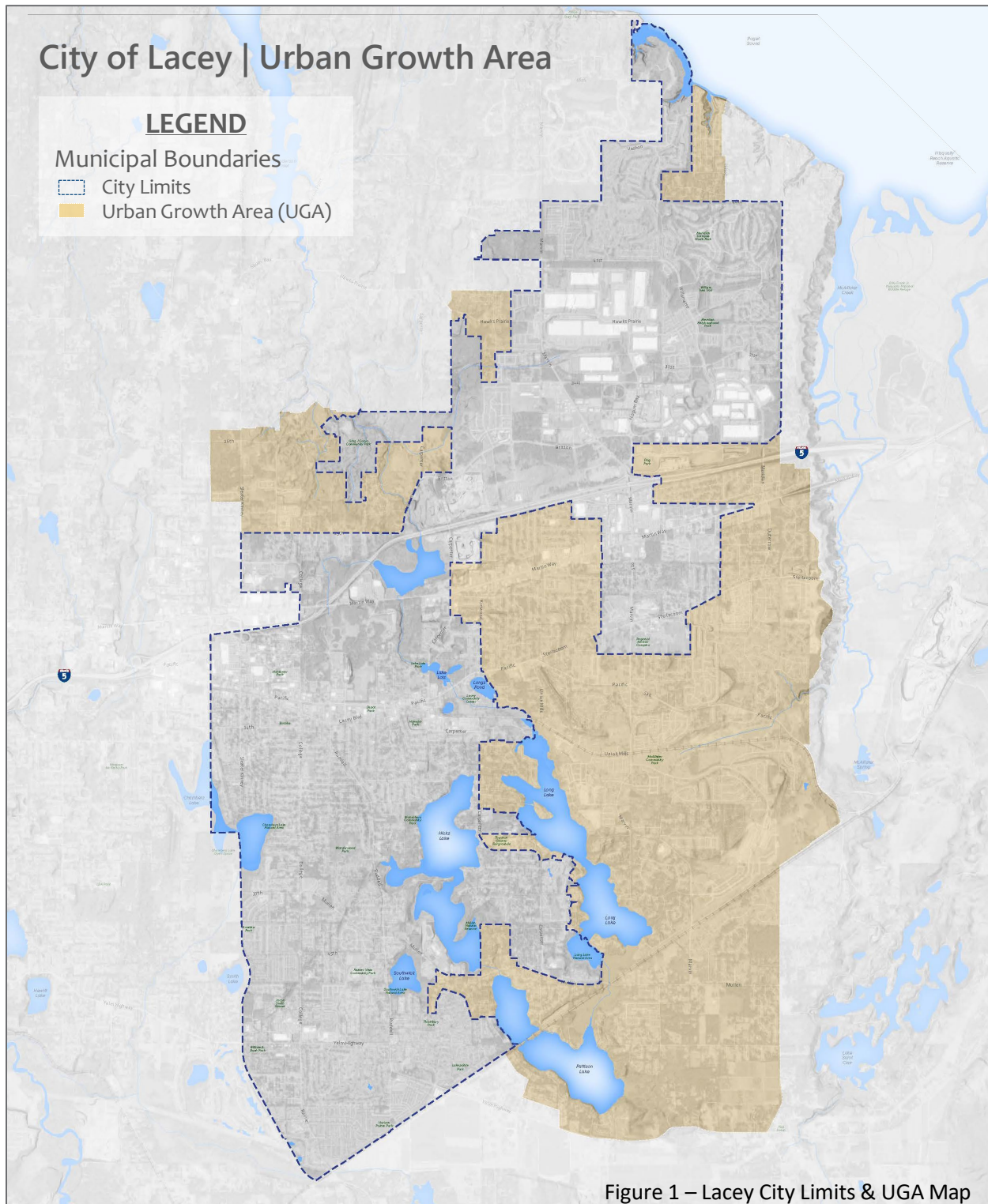
## 1.3 Description of the Joint Planning Area

The City of Lacey UGA extends as far north as the Puget Sound and as far south as Yelm Highway. To the east and west the UGA is generally bounded by the Nisqually River Valley and the Chehalis Western Trail respectively. Neighboring Jurisdictions include Thurston County, the City of Olympia, and the Nisqually Tribal Community. In total, the City of Lacey UGA encompasses an area of 9,122 acres (14.25 square miles).

The natural topography of the area is relatively flat and low-lying, with elevations ranging from sea level to around 300 feet. The area is characterized by glacial outwash and has a mix of soil types, including sand, clay, and silt. In addition, the area is bisected by two waterways; Woodland Creek and Hicks Lake Creek, which provide important habitat for salmon and other fish species. This area also includes several significant waterbodies and wetlands, including Hicks lake, Long Lake, Pattison Lake, Chambers Lake, Lake Lois, the Woodland Creek Wetlands and those contained within the Mullen Road Habitat Reserve. These waterbodies provide valuable ecosystem functions, including water filtration, flood control, and wildlife habitat.

As the UGA continues to build out, two areas continue to see relatively little development, including the area north of Pleasant Glade Elementary and most of McAllister Springs Geologically Sensitive Area. These areas have seen little development in the last twenty years, primarily because of the cost associated with extending sewer service. Unless sewer service can be reasonably accommodated in the

next twenty years, the City and County should consider removing those areas not sewered, or immediately adjacent to sewered areas, from the UGA.





Should they be removed from the UGA, they should be put in an “urban reserve” designation so that no further residential development can occur until such time that these areas are part of an urban growth area. Additionally, both the McAllister and Pleasant Glade areas contain the majority of existing “Agriculture” zoning districts. Lacey should consider re-designating these zoning districts to an “urban holding area” so that they are precluded from developing until rezoned and/or sewer is available.

The dominant land use within the UGA is residential at 81.2% (before accounting for mixed use zones). At a distant second, Lake and Aquatic Zones (Long Lake and Pattison Lake) represent 6.6% of the area, more closely followed by Open Space (Institutional, Park, and School) at 3.4%. While generally viewed as a low bar, the Lacey UGA has achieved urban densities as defined by the GMA (more than 4 housing units per acre), with all sewerred areas far exceeding this threshold (2021 Buildable Lands Report for Thurston County).

## 1.4 The Local Planning & Development Process

Local planning depends heavily on community involvement. Public engagement is essential for many reasons, including that it provides for more holistic perspectives on decisions that affect the entire community and it protects peoples’ rights to influence public policy. This process also generates a sense of ownership and community champions that feel inspired to carry projects forward. The GMA calls for broad public involvement in creating and amending community plans and implementing development regulations.

Local planning is a phased process that operates within a framework of federal, state, county and city laws. Our local codes and decisions must be consistent with these laws, in addition to Comprehensive Plan goals and policies. The Board of County Commissioners makes final decisions on plan and code amendments for lands outside of a municipal city’s limits.

Typically, the Planning Commission holds a public hearing and makes a recommendation to the Board of County Commissioners on amendments to the Comprehensive Plan, Joint Plan or implementing development codes. To address issues that impact both entities, the City of Lacey and Thurston County may hold joint meetings, joint public hearings, and make joint recommendations or separate recommendations that are reviewed by the City Council and Board of County Commissioners.

There are further opportunities for the public to provide input and influence site-specific permitting decisions; however public influence may be more constrained at this stage. This is because site specific permit decisions are largely based on whether or not proposals are consistent with established local codes and other laws. This gives predictability to both community members and developers, consistent with the intent of the GMA.

As many as 20,000 additional people are expected to join our community over the next two decades. This Update is our strategy for maintaining and enhancing our high quality of life and environment while accommodating this anticipated growth. Most readily-buildable parcels in the City and UGA are already developed to some degree. Thus, over the next 20 years, we expect to see more infill and redevelopment within existing areas of development. This presents our community with opportunities to restore degraded environments, create vibrant hubs of social and economic activity, and target investments to make more efficient use of and improve upon existing public infrastructure.

Until areas of the UGA are incorporated into the City, some of the regulations adopted by each jurisdiction governing the UGA may temporarily differ. That said, underlying land use regulations shall

remain consistent across jurisdictions within the UGA as required within the GMA and agreed to within the CWPP's. The City of Lacey & Lacey [UGA Planning Areas](#) element developed as part of the 2016 Lacey Comprehensive Plan, offers greater detail on the character and intent of the Lacey Community and how development should occur within the Lacey UGA.

Thurston County and the City of Lacey will maintain separate Capital Facilities Plans, Critical Areas Ordinances, Shoreline Master Programs, and other regulatory documents. Identified policies will not change the day-to-day roles and responsibilities of each local government as mandated in state law.

## 1.5 Annexations Over Time

Annexations are a legislative action that can be initiated by individual property owners or the through a collaborative effort between the City of Lacey and Thurston County. The process for annexation was established within RCW 35A.14 – Annexation by Code Cities.

Since its incorporation in January of 1967, the City of Lacey has increased in area through the annexation process 51 times. The boundaries of the City of Lacey and Lacey UGA are a result of these annexation actions. Consistent with the *1988 Memorandum of Understanding: An Urban Growth Management Agreement* between Thurston County and its cities, UGAs establish the areas of the county where future city annexations are possible.

To minimize financial impacts and complexities of annexation, a strategic annexation plan needs to be administered to incrementally annex the unincorporated growth area in a manner that is cost effective for the City, the County, and thereby residents. The annexation strategy needs to look at potential methods to incentivize annexation, including annexation agreements and potential upzones to properties upon annexation and/or funding opportunities for septic conversions, and a full economic analysis to ensure that the cost of serving the area does not outstrip the tax revenue it can generate.

At the time of this Update, the City of Lacey and its UGA encompasses a total of 33.27 square miles (19.02 square miles in the City and 14.25 square miles in the UGA).

## 1.6 Public Involvement & Participation

The perspectives and shared experiences of community members, local business owners and organizations provide the insights and social context necessary to effectively plan for the future. This Update relies heavily on community feedback shared through this update process (and the forums, community events, public meetings, and adopted plans as referenced throughout this document).

Stemming from the outreach campaigns developed through Envision Lacey, the City of Lacey has expanded the formats and methods of community engagement to ensure broad community awareness, participation, and a diversity of perspectives and lived experiences are reflected in the projects, plans, and work of the City. The on-going and variable health risks associated with COVID-19 and in person communication has further influenced the way we seek to engage with and elicit feedback from the community. While we are now at a point where in-person conversations are possible, all outreach efforts have expanded to include hybrid formats with in-person and online opportunities for community participation.

In a 2022 county-wide community outreach campaign, community members were asked to provide prioritized feedback on the topics they consider to be of the greatest importance and potential

challenge to our future and way of life. Of the responses given, participants located within the Lacey community identified two leading priorities:

1. Protect sensitive areas like wildlife habitat, flood areas, landslide areas, and surface and ground water.
2. Prepare for climate change and take actions towards reducing impacts.

Other priority community topics included addressing traffic congestion, the protection of agricultural lands, and the rejection of a newly proposed airport within Thurston County.

To ensure broad outreach, surveys and notices were made available in English, Spanish, Vietnamese, and Korean. Direct outreach was also conducted to BIPOC communities and multi-cultural organizations.

A Public Participation Plan was also developed as part of this Update to ensure a strong, ongoing engagement program to reach out and partner with all members of the community. To ensure full project transparency, an Update specific webpage was also developed and made available through the City of Lacey and Thurston County websites.

At any given time, there are many ways to participate in local government planning and decision-making within the community. These include:

- Serving on or attending advisory boards both at the City of Lacey and Thurston County.
  - Advisory boards study critical issues and provide targeted advice to the County Commissioners and City Council.
- Sharing testimony at public meetings, submitting comments online or in person, participating in community workshops or other hosted events.
  - The County and City keep calendars, post online agendas, and meeting minutes of upcoming and past events.
- Volunteer in one of the many volunteer programs aimed at supporting and enhancing our community.
- Participate in planning projects (including this Update).
  - As Lacey grows and changes, the City and County will continue to work with local community members to make decisions on topics including roads, walkways, and bike paths, housing densities, development patterns, and transit options.

## COMMUNITY STATMENTS

### Motto:

Shaping Our Community  
Together.

### Vision Statement:

We believe in an engaged community, a vibrant and diverse economy, coordinated and collaborative government, environmental stewardship, health and safety, excellence in programs and service, and a quality-built environment.

### Mission Statement:

Our mission is to enrich the quality of life in Lacey for all its citizens, and to build an attractive, inviting, and secure community. Council works in partnership with residents to foster community pride, develop the economy, plan for the future, and the preservation and enhancement of our environment.

### Themes:

Quality Service, Community Leadership, Innovation in Local Government

- Vote and participate in local elections.

This Plan is the result of a multi-year community conversation and analysis of quality-of-life issues in this region. This Plan has been drafted based on input from residents representing jurisdictions, agencies, organizations, and community groups.

## 1.7 Plan Amendments

The Joint Plan is meant to be a flexible and easily used document. As changes occur in the Joint Plan area, the Joint Plan needs to be revised and amended in order to reflect new circumstances. An evaluation of new conditions and how they impact our community is an integral part of any amendment process.

The City of Lacey and Thurston County will review, and if appropriate, amend or update the Joint Plan as required by the GMA or as necessary to ensure internal and interjurisdictional consistency, and consistency with other elements of the City of Lacey and Thurston County Comprehensive Plans. Consistency within the elements of these Comprehensive Plans is important in order to maintain orderly, cost-efficient development that is phased outward from the urban core.

State law does not allow more frequent amendments than once annually, except in cases of emergency. The amendment process will consider concurrently all proposed changes to the document accumulated over time since the last amendment, in order to ascertain the cumulative impact of the proposed changes.

## 1.8 Urban Land Uses & Available Supply

The State Office of Financial Management (OFM) gives counties planning under the Growth Management Act a 20-year population projection. Washington State counties and cities contained within, use these population estimates to identify and designate their urban growth areas. Thurston County and the City of Lacey are required to plan for and accommodate the population projections set by the State OFM.

The purpose of the urban area land supply analysis is to determine how much residential, commercial, and industrial land will be needed to accommodate at least 20 years of projected growth.

## 1.9 The Buildable Lands Program

Understanding the amount of land available for development provides an indication on where projected growth can locate and how much land will be set aside for environmental protection, parks and recreational uses, and resource lands. The GMA requires cities and counties to develop plans on how they will accommodate growth. The CWPP's are used as the guidelines for this process.

In 1997, the State legislature added a monitoring and evaluation provision to the GMA for six western Washington counties. This provision is referred to as the "Buildable Lands Program" which includes Thurston County and all the cities and towns within. TRPC is responsible for the development of the Buildable Lands Report, with the latest update being released in 2021. The report analyzes factors such as population growth, employment trends, and land supply to determine the capacity for growth within the region.

The Buildable Lands Program in Thurston County is required to answer three key growth-related questions:



- Is residential development in urban growth areas occurring at densities envisioned in the local comprehensive plans?
- Is there an adequate land supply in the urban growth areas for anticipated future growth in population?
- Is there an adequate land supply in the urban growth areas for anticipated future growth in employment?

The report represents baseline conditions, or an analysis based on policies and regulations that are adopted by local jurisdictions at the time of the latest report. The findings of these reports provide crucial information for policymakers and planners as they work to guide growth and development over the next planning horizon.

## 1.10 A Changing Community

In 2010, the estimated population of Lacey and its UGA was 75,560 residents. Thurston Regional Planning Council (TRPC) anticipates our population will increase to around 109,680 individuals by 2040 (a rate of approximately 1% per year). A majority of this increase will be due to internal-migration (moving to a community from another part of the state, region, or country).

In the thirty-plus years since the Lacey UGA was first established under the Growth Management Act, several key challenges have arisen:

1. Most of the larger greenfield development sites within the City have been developed.
2. A significant majority of existing residential property within the city limits is either currently entitled or already contains residential units.
3. Over the next 20 years, development within the City will transition from greenfield development to redevelopment and infill.
4. Greenfield capacity within the UGA is pulling residential development away from areas supported by existing infrastructure.

This means that it may be easier to develop these greenfield sites in the UGA than doing redevelopment or infill in the City and ultimately pushes much more development to the UGA in the next planning horizon. As shown below, population estimates prepared by the Thurston Regional Planning Council also suggest that the rate of residential growth in the UGA will outpace that of the city limits.

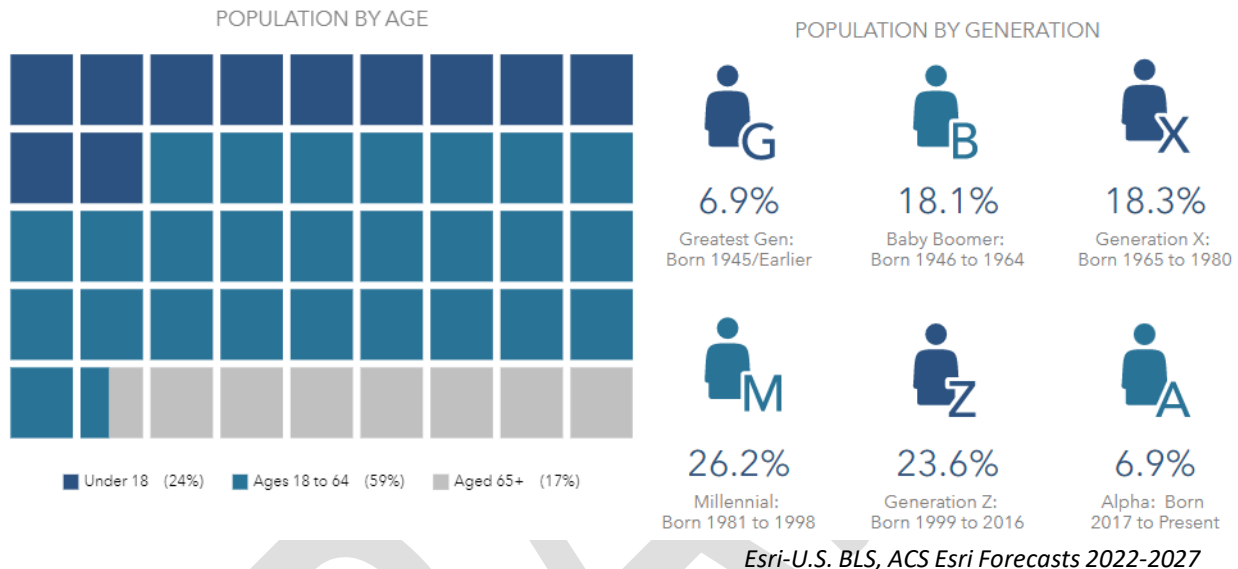
DRAFT Total Population Forecast by Jurisdiction								
Jurisdiction		2017	2020	2025	2030	2035	2040	2045
Lacey	City	48,700	51,150	52,670	53,540	54,580	55,470	56,250
	UGA	35,110	40,340	45,380	48,790	51,390	54,210	57,130
	Total	83,810	91,490	98,050	102,330	105,970	109,680	113,380

*Thurston Regional Planning Council Population Forecast Allocations 2019*

Recent population figures forecast an increase of 16,462 persons in the next twenty-year planning period. Based upon this population projection, and the Buildable Lands Report, Lacey and the UGA would have the need to provide for an additional 12,050 housing units by the year 2040. If development were to occur at the current lowest density options permitted in the code, the Lacey community would

likely be short of the needed capacity by several thousand units. However, as density increases under options currently provided for within the City of Lacey Zoning Code, housing capacity has the potential to increase significantly.

Recent data suggests strong demographic shifts that show a growing need for varied housing types and smaller housing footprints. These demographic shifts are guided by the aging baby boomer generation and a millennial population still working to enter the housing market. In 2022, 18.47% of the population in Thurston County was 65 years of age and older. By 2027, this number is expected to rise to 20.69%. The growing elderly population is increasing the number of one or two person households.



The millennial generation is continuing to finish their education and enter the work force. This generation is increasingly delaying marriage, having children, and home ownership. An increasing number are also delaying obtaining a driver's license as they seek housing choices in walkable urban areas with easy access to jobs, education, goods and services, and recreational opportunities.

In contrast with incorporated portions of the city, the Lacey UGA has a slightly higher median age at 39.3 compared to 37.2, has a higher home ownership rate at 73.1% compared to 61.3%, average household size at 2.69 compared to 2.49, and median household income at \$86,592 compared to \$79,025 (Esri 2023).

The Lacey UGA also has a slightly higher diversity index at 68.7% to 67.2% within the incorporated city. Of the UGA population, 62.1% identify as white, 13.9% identify as multiracial, 9.9% identify as Asian, and 5.6% identify as black. Within the incorporated boundaries of Lacey, 64.1% identify as white, 13.2% identify as multiracial, 8.8% identify as Asian, and 5.7% identify as black (Esri 2023). 5.3% of the UGA population speaks Spanish while 5.5% speak Spanish within the city (ACS 2019).

Given existing demographic trends, land reserves are expected to be sufficient. If changes are made to the existing code to increase land conservation through strategies such as higher minimum density for certain zones, varied housing types, and more successful incentives to achieve compact development, capacity increases significantly to accommodate growth well into the next twenty-year growth period.

In evaluating land use and zoning options, it would be wise to think beyond the minimum twenty-year planning period required by the GMA. The strategic management of land resources has the potential to

increase Lacey's available land resources significantly, helping to realize expressed community goals of being a more resilient and self-sustaining community.

## 1.11 Sustainable Development Practices

As our community grows and adapts through change, it is important to celebrate and promote the unique qualities and familiarity that give our community its character. These characteristics help us identify with our community, enrich us, and make us want to invest here socially, economically and emotionally.

Through the development of this Update, many people expressed a desire to maintain a "small town feel." The community has a desire to feel connected to each other and to our built and natural environment. We want to live in a friendly and safe community where we know our neighbors and shopkeepers, and encounter friends when we are out and about. We value harmony with nature, thriving small businesses, places to gather and celebrate, and an inclusive local government.

Community members have expressed a willingness to accept growth as long as our environment and sense of place are preserved. That means protecting the places and culture that we recognize as "Lacey," even if those things are a little different for each of us. It also means emphasizing our community values and vision as we make decisions and grow.

Our community needs to make investments that balance lifecycle costs and the benefits of all community investments while encouraging sustainable practices by individuals and organizations through education, technical assistance, and incentives.

As we grow and become a higher density community, our land, tree, and water supplies will need to support more people. The pressures of growth can be used as a driver to reshape our community into a more sustainable form. To accomplish this, we must account for growth and its demands on our available resources, and the carrying capacity of our available landmass. The UGA was created as a transitional zone from rural to urban densities. It is also the area where more intensive development should be targeted. In order to increase the density in a more sustainable way, urban utility services will need to extend into the Urban Growth Area as uses intensify.

Thurston County and the City of Lacey are committed to working with the public and other regional partners to take actions that will reduce our community's overall greenhouse gas emissions and prepare for a changing climate. In 2020, Thurston County and the cities of Lacey, Olympia, and Tumwater adopted the [Thurston Climate Mitigation Plan \(TCMP\)](#).

The TCMP is a regional vision for sustainable development that encompasses land use, housing, energy, transportation, food, health, and other interconnected issues. The vision and strategies contained in the plan are intended to guide efforts in the region through 2050. The plan also includes suggested actions and responsibilities to achieve a healthy economy, society, and environment. Goals and policies from the TCMP have been incorporated into related sections of this Update to recognize and integrate sustainability principles in our regional approach.

## 1.12 Joint Plan Organization & Content

The Joint Plan is organized into eleven chapters. Consistent with GMA guidance, each chapter identifies a range of goals and supportive policies necessary to achieve the shared vision for the community as rural areas transition to more urban levels of development and activity.

### **1.12.1 Goals & Policies**

Within the Joint Plan, goals and policies are two important components that are used to guide the growth and development of the community. While they are related, there are some key differences between the two.

Goals are broad statements of intent that describe the desired outcomes or results that the community hopes to achieve in the future. They provide an overall direction and vision for growth and development. Within this Update, goals are related to a wide range of topics, including land use, transportation, housing, economic development, and environmental protection. Goals are typically more general and high-level than policies.

Policies, on the other hand, are specific actions or strategies that are used to achieve the goals of the Joint Plan. They provide more detailed guidance on how to implement the goals and achieve the desired outcomes. Policies are often more specific and detailed than goals, and they may include specific requirements, standards, or regulations that must be met.

For example, a goal within this Update is to promote sustainable development practices. A policy related to this goal might be to require new developments to meet minimum standards for energy efficiency, use renewable energy sources, and incorporate green infrastructure. This policy provides specific guidance on how to achieve the broader goal of promoting sustainable development practices.

In short, goals provide a broad vision and direction for the city's growth and development, while policies provide specific strategies and actions to achieve the goals. Collectively, goals and policies work together to guide development and land use decisions, while reflecting the needs and aspirations of the community.

### **1.12.2 Chapter 1: Introduction**

Introduction, includes background information that provides the context in which this Update was developed. It also states the purpose of the Update and describes the process that was used in its development.

### **1.12.3 Chapter 2: Urban Design & Land Use**

Chapter 2 provides an overview of current and future land uses within the Urban Growth Area. It discusses existing conditions and development considerations. Goals and policies within this section are based on community feedback intended to support the transition from rural to urban levels of development and use.

### **1.12.4 Chapter 3-10: Joint Planning Elements**

Chapter 3 through Chapter 10 address elements of the Joint Plan as required or suggested by the Growth Management Act.

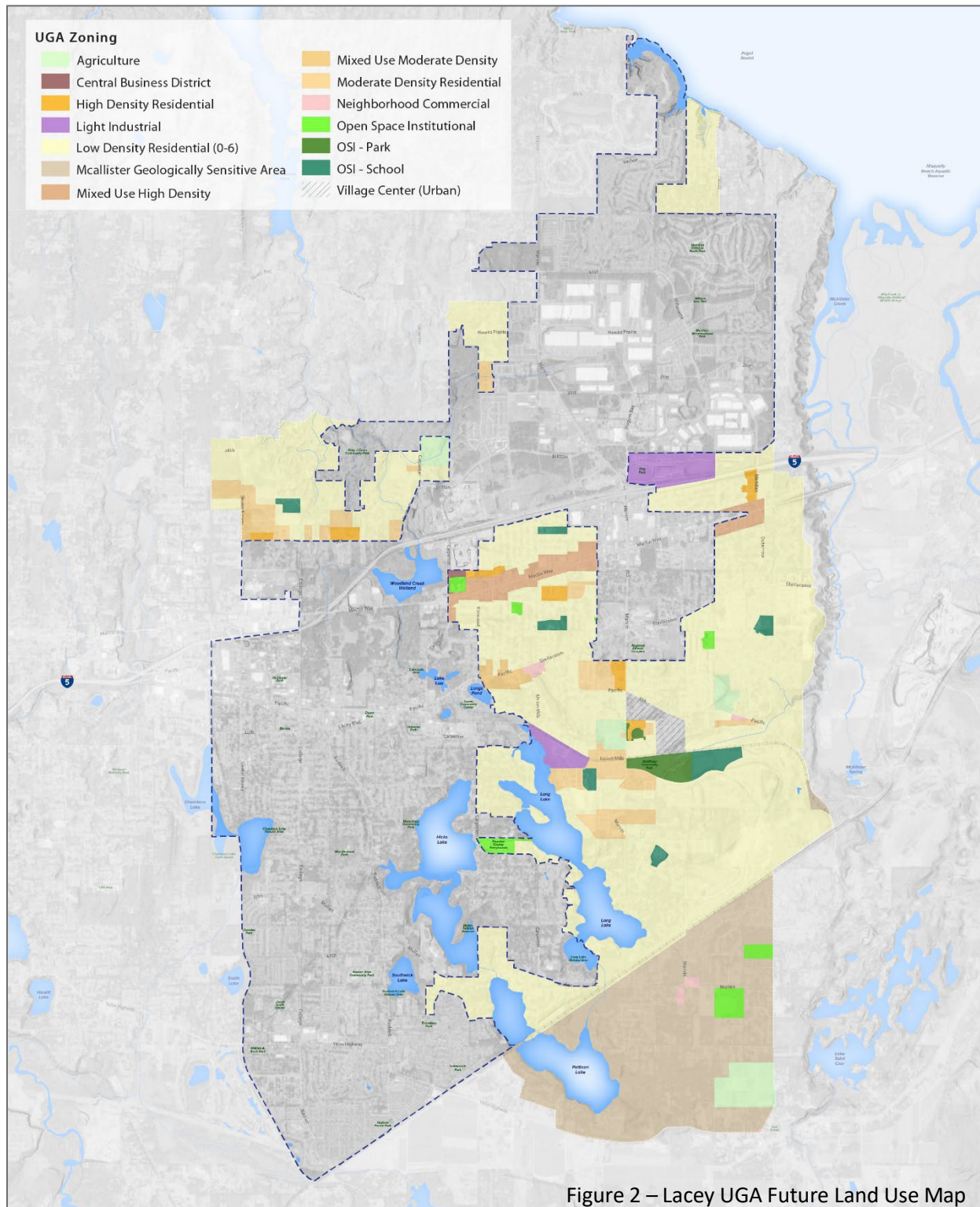
1.12.4.1 Chapters 3 through 8 incorporate into the Joint Plan the Lands for Public Purposes, Housing, Parks, Recreation, and Open Space, and Economic Development Elements of the City of Lacey Comprehensive Plan, respectively.

1.12.4.2 Chapters 9 and 10 address future transportation and other public facilities and services needed to serve the projected development within this Update over the next 20 years.



### 1.12.5 Chapter 11: Implementation

Chapter 11 describes how the Joint Plan should be implemented. It includes recommendations for zoning changes, coordination between local governments and other service providers to ensure smooth transitions of service provision as the planning area urbanizes, plan amendments, and other necessary considerations to accomplish the goals of the Joint Plan.



## 2 Urban Design & Land Use

The County-Wide Planning Policies describe a common goal of concentrating growth in the urban areas "in ways that ensure livability, preservation of environmental quality and open space, varied and affordable housing, high quality urban services at least cost, and orderly transition of land from County to City." This chapter presents a 20-year vision for land use within the UGA.

The Future Land Use Map (FLUM) represents the general land use patterns that are desired over the next 20 years. It is a graphic expression of the goals and policies presented within this plan. Together, the FLU Map and the goals and policies present a framework to guide future land use decisions in the joint planning area.

### 2.1 Zoning & Future Land Uses

Zoning is a planning practice of dividing land within a jurisdiction into regulated zones. This designates land into different uses and purposes, such as various types of residential, business, and transportation uses. Zoning also allows local governments to enforce protections for critical areas and other sensitive areas within their jurisdiction such as protected or hazardous land formations. Zoning for the City of Lacey UGA is governed by development regulations within the Thurston County Code, Title 21.

Zoning maps provide a visualization of various zones throughout a jurisdiction. It is the officially adopted zoning map, that identifies how a specific parcel can and cannot be used or developed within a jurisdiction. While guiding current land use decisions, these designated zones also have the potential to orient and guide future growth within a community by reserving areas for specific types of land uses.

Within the City of Lacey, a zoning map is maintained, updated, and adopted as part of City of Lacey Comprehensive Plan. Thurston County also adopts a zoning map by ordinance that covers the Lacey UGA, titled the "Official Zoning Map, Thurston County WA for the North County Urban Growth Areas". While the zoning map functions as a regulatory tool, it is guided by and needs to remain consistent with the Future Land Use Map and policies of the Lacey Comprehensive Plan. For this reason, the Lacey UGA Zoning Map matches the Future Land Use map as it preserves spaces and guides future growth.

#### 2.1.1 Martin Way Corridor

Thurston County and the City of Lacey, along with other jurisdictions, participated in a multi-year strategic planning study sponsored by Thurston Regional Planning Council. The goal of the study was to make the Martin Way corridor safer for all modes of transportation, beautify the corridor and encourage development that promotes density, walkability and a reduction of reliance on automobile transportation. Transforming the Martin Way corridor relies on changing land use and transportation policy.

Through market and transportation analyses, the Martin Way corridor steering committee finalized the report with a preferred alternative for a 20-year vision of the corridor. The vision includes improving economic development, developing affordable housing, reducing automobile access points, increasing walkability and better building design.

The steering committee selected four intersections at which to incentivize nodal development, making the nodes serve as "anchors" to inspire similar development along the corridor over time. Two primary nodes—Pacific Triangle in Olympia and Martin Way and Carpenter Road in Lacey and its UGA—and two secondary nodes—Martin Way and Lilly Road and Martin Way and Ranger Drive/Hensley Road—were

identified as places most likely for redevelopment. The Carpenter Road and Ranger/Hensley intersections are within the Lacey urban growth area. Goals and policies to achieve the preferred vision are included in this update and can be found in Land Use & Urban Design, Housing Affordability, Economic Development and Transportation & Infrastructure chapters.

### 2.1.2 Residential Lands

When assessing the future development potential of the Lacey Urban Growth Area, additional challenges arise as this area was largely developed in the 1960's and now contains dated and deteriorating infrastructure including septic systems.

As part of a regionally convened septic summit, this issue has been investigated and found that the Lacey UGA contains proportionally the highest contamination risk for combined groundwater and surface water in all of Thurston County. In order to remedy this, these older developments will need to be connected to municipal services at what is projected to be a high cost. As newer developments occur, they will also need to connect to City sewer. If these older residential areas with sub-standard infrastructure were annexed into Lacey, the resources needed to bring these areas up to current infrastructure and health standards would be beyond the financial capacity of the City, despite property tax or other tax revenues associated with annexation.

To minimize financial impacts and complexities of annexation, a strategic annexation plan should be developed that identifies a strategy to incrementally annex the unincorporated growth area in a manner that is cost effective for the City, the County, and thereby, community residents. The annexation strategy would also look at potential methods to incentivize annexation, including annexation agreements and potential upzones to properties upon annexation and/or funding opportunities for septic conversions, and a full economic analysis to ensure that the cost of serving the area does not outstrip the tax revenue it can generate.

In the UGA, much like within the city limits, the primary form of residential development within the last twenty years has been single-family residential detached units. To meet the goals of the Housing Element and to provide a diversity of housing types for purposes of affordability and choice, the Lacey community should examine ways to encourage higher density development, especially in priority areas around corridors and established nodes. Among the actions to consider would be raising minimum density requirements for Moderate- and High-Density Residential zoning districts to prevent the over proliferation of single-family residential lots within these zones.

While incorporated areas of the Lacey community have made strides within these areas, the UGA has lagged over the last 20 years as residential zoning allowances have remained largely unchanged. While Low-, Moderate-, and High-Density Residential Districts exist in both the City of Lacey and the urban growth area, these zones are inconsistent in how they are applied and the regulations contained within.

In many instances, adjacent property owners located along the City/UGA boundary are required to adhere two different sets of regulations with different opportunities being made available to them.

At the time of this Update, property owners are still able to develop land at six-units-per-acre within high density areas of the UGA. Within the incorporated boundaries of the city, this level of development is only permitted in areas zoned for low-density styles of development. This inconsistency in development regulations often leads to the loss of resource and agricultural lands in other parts of the community as developers look farther afield to accommodate the existing housing demand.

**High Density - Lacey UGA****Low Density - City of Lacey**

*When zoning designations of the same name, are unable to develop in the same way and at the same density, it creates hardships at the individual property level and on a larger community scale when planning for affordable housing options and the preservation of our natural resources.*

A primary goal of this update is to resolve the inconsistencies in vision between the UGA and City of Lacey. This Update coupled with development regulation updates consistent with those of the City of Lacey will reduce these inconsistencies between property owners, provide certainty for landowners upon annexation, and result in a more equitable process for the Lacey region as a whole.

The Martin Way Corridor and some of the limited neighborhood commercial-scale developments offer the only job generating economic development opportunities in the UGA. Consistent with this Update and the Martin Way Corridor Study, efforts are being made to ensure a diversification of employment opportunities within the UGA so residents can work, live, shop and play all within close proximity. For the Martin Way Corridor, policies should build on those established by Thurston Regional Planning Council's Urban Corridors Task Force and the Martin Way Corridor Study to facilitate high density, mixed-use development along the urban corridor and centers. There should also be a focus on Joint Base Lewis-McChord (JBLM) and the influence JBLM has on the UGA by providing the types and locations of amenities sought after for those who live in the area and travel to the base on a regular basis.

### **2.1.3 Commercial & Industrial Lands**

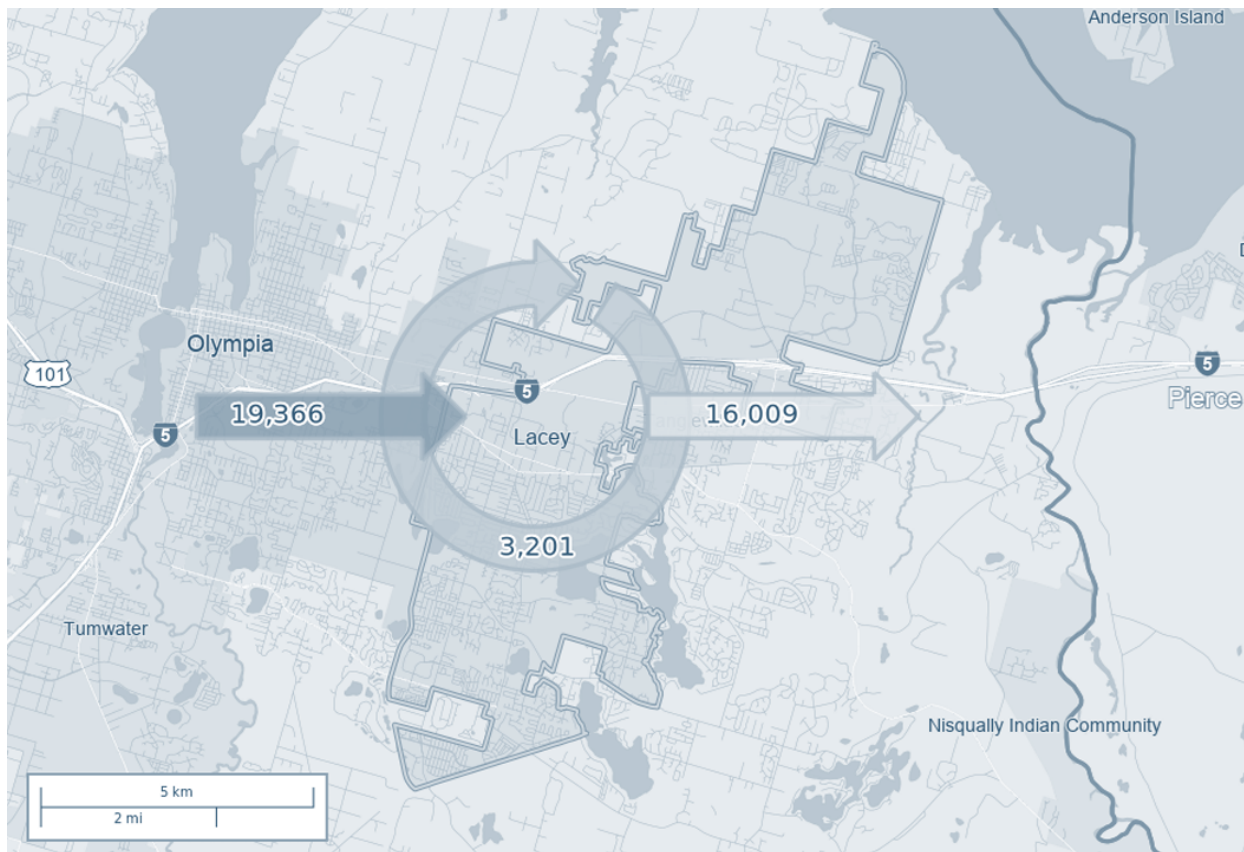
It is projected that 35,800 new jobs will be created in Thurston County during the next twenty-year planning period. Approximately 95 percent of these jobs will be located in urban areas; with 80 percent of these expected to locate in areas zoned for commercial uses (including mixed-use zoning districts). Five percent of new jobs are expected in areas zoned for industrial uses, with the remaining 15 percent located in areas zoned for residential uses.

Employment forecasts prepared by TRPC indicate that by the end of the planning period, 11,450 new jobs will be added to the City of Lacey and its Urban Growth Area's current job total of approximately 26,534 (2021 Esri).

Although job projections have identified a per capita increase within the City of Lacey over the last ten years, estimates remain below some of our neighboring jurisdictions. By the year 2035, this ratio is projected to reach 0.71 jobs per eligible person. A major influencer of this ratio is Joint Base Lewis-McChord. While JBLM is the second largest employer in the state, families frequently elect to live off



base. Thurston County has 5,275 resident active-duty military personnel living in the county, with the highest percentage residing in the City of Lacey.



*Average daily number of individuals entering, staying, and leaving Lacey for work in 2019 - ACS*

Forecasting the future need for industrial and commercial land is complex. An adequate land supply requires a full range of options to choose from including unimproved land, the availability of infrastructure, and existing and vacant buildings. Commercial and industrial land supply is identified by comparing existing land uses and zoning. Vacant or partially used lands in commercial and industrial zones, and a portion of land in mixed-use zones have been included in the estimate of available land for industrial and commercial development. Redevelopable land has also been factored into the review as a small but growing part of the developable land base.

Redevelopment occurs when old or outdated buildings are removed and replaced with new ones or when excess parking areas are removed for the construction of additional buildings.

The 2021 Buildable Lands Report identified the minimum number of commercial and industrial land needs for the planning period based on dividing employee growth by the average number of employees per acre. It is projected that Lacey and its UGA will need 295 acres of commercial or mixed-use land and 107 acres of industrial lands. Currently, the planning area contains 799 acres of vacant or partially-used commercial or mixed-use zoned land and 285 acres available for redevelopment. The current industrial-zoned land supply that is vacant or partially used is 369 acres with 170 acres of land available for redevelopment. The available commercial, mixed-use, and industrial land supply exceeds the projected

need based on current trends. That said, it will be important to track the availability of these lands and their proximity to densely populated areas and supportive infrastructure to ensure their long-term suitability for future commercial uses.

This Update is intended to identify ways to utilize available buildable lands to the community's best advantage. This will require the strategic location of density, types of land uses, and employment opportunities. It is the intent of this Update to conserve available land resources; provide for economic and job growth; consider which zones can accommodate changes to meet the stated goals and policies in the Plan, and define changes that can be made to facilitate a more compact, mixed-use form given the existing distribution and character of land uses within our community.

While a majority of land within Lacey has been developed, there is still room to accommodate our expected population and employment growth. TRPC maintains a land capacity analysis that can be found in the Thurston County [Buildable Lands Report](#).

## PROJECTIONS & COVID – 19

*The ongoing COVID-19 pandemic has dramatically changed where people work, how they shop, and the businesses they visit. Many of these changes and their staying power are not fully understood.*

*The TRPC projections used within this Update were developed (in large part) before the pandemic. The long-term effects on the need for commercial and industrial land uses will need to be monitored.*

## 2.2 Land Use Designations

The dominant land use within the UGA is residential at 81.2% (before accounting for mixed use zones). At a distant second, Lake and Aquatic Zones (Long Lake and Pattison Lake) represent 6.6% of the area, more closely followed by Open Space (Institutional, Park, and School) at 3.4%. While generally viewed as a low bar, the Lacey UGA has achieved urban densities as defined by the GMA (more than 4 housing units per acre), with all sewered areas far exceeding this threshold (2021 Buildable Lands Report for Thurston County).

### 2.2.1 Agriculture & Open Space Districts

Generally characterized as areas of more expansive terrain with natural amenities and resources, these zones have higher vegetation densities and capacities to capture and infiltrate surface water. Common land uses within these zones include farms, lakes and wetlands, community parks, and natural open spaces.

Code	Zone Name	Acres	Percent
AG	AGRICULTURE	218.52	2.4%
LAKE	LAKE/AQUATIC	601.64	6.6%
OS-I	OPEN SPACE INSTITUTIONAL	113.57	1.2%
OSI-P	OPEN SPACE INSTITUTIONAL - PARK	69.98	0.8%
OSI-S	OPEN SPACE INSTITUTIONAL - SCHOOL	124.77	1.4%
<b>Total:</b>		<b>1,128.48</b>	<b>12.40%</b>
<i>City of Lacey GIS Inventory – UGA Zoning</i>			

### 2.2.2 Commercial Districts

Commercial zones represent some of the highest activity zones within the UGA. These areas are often located along primary transportation corridors and offer a density of employment opportunities. Common uses include office space and service-oriented businesses, supermarkets, restaurants, and retail.

Code	Zone Name	Acres	Percent
CBD	CENTRAL BUSINESS DISTRICT	6.80	0.1%
NC	NEIGHBORHOOD COMMERCIAL	35.68	0.4%
<b>Total:</b>		<b>42.48</b>	<b>0.50%</b>

*City of Lacey GIS Inventory – UGA Zoning*

### 2.2.3 Residential Districts

Residential zones are located throughout the UGA. They range in development patterns and density from areas of more dispersed (primarily) single-family developments, to densely designed multi-family communities. Higher density residential uses are often collocated around supportive infrastructure and amenities.

Code	Zone Name	Acres	Percent
HD	HIGH DENSITY RESIDENTIAL	98.05	1.1%
MD	MODERATE DENSITY RESIDENTIAL	411.41	4.5%
LC 3-6	LOW DENSITY RESIDENTIAL 3-6	1,536.09	16.8%
LD 0-4	LOW DENSITY RESIDENTIAL 0-4	3,748.58	41.1%
MGSA	MCALLISTER GEOLOGICALLY SENSITIVE AREA	1,615.76	17.7%
<b>Total:</b>		<b>7,409.89</b>	<b>81.20%</b>

*City of Lacey GIS Inventory – UGA Zoning*

### 2.2.4 Mixed Use Districts

As the name suggests, these zones are a blend of residential and commercial uses. Uses are often split into separate buildings or floors all located within the same area. Common examples include commercial uses located on the ground floor of a building while residential uses exist in the floors above.

Code	Zone Name	Acres	Percent
MHDC	MIXED USE HIGH DENSITY (CORRIDOR)	200.23	2.2%
MMDC	MIXED USE MODERATE DENSITY	60.49	0.7%
VC(U)	VILLAGE CENTER (URBAN)	82.22	0.9%
<b>Total:</b>		<b>342.94</b>	<b>3.80%</b>

*City of Lacey GIS Inventory – UGA Zoning*

### 2.2.5 Resource & Industrial Districts

These zones are generally characterized by larger parcels and development patterns. Uses found within these zones are often dependent on railroad lines and primary transportation corridors to ship goods

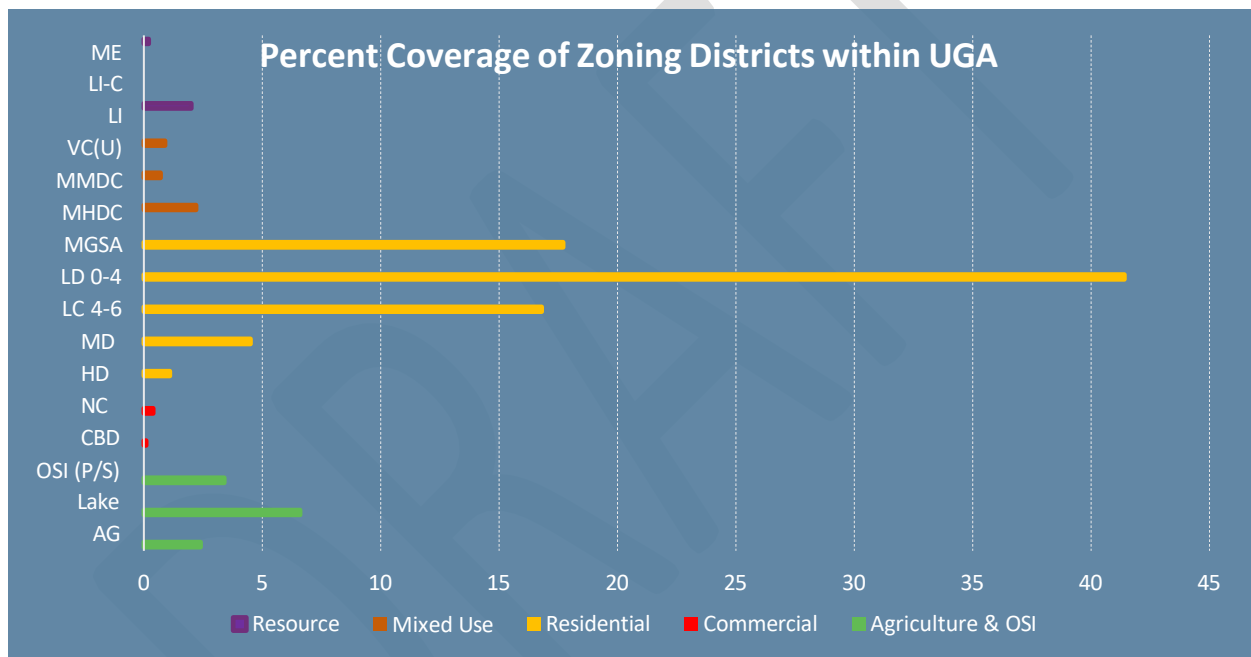
and materials to and from the site. Warehouses and heavy machinery are common elements within these zones.

Code	Zone Name	Acres	Percent
LI	LIGHT INDUSTRIAL	178.49	2.0%
LI-C	LIGHT INDUSTRIAL - Commercial	1.13	0.0%
ME	MINERAL EXTRACTION	18.11	0.2%
<b>Total:</b>		<b>196.60</b>	<b>2.20%</b>

*City of Lacey GIS Inventory – UGA Zoning*

## 2.2.6 Districts Summary

Title 21 of the Thurston County Code of Ordinances offers additional information on these district types and their general intent and permitted uses.



These zones include Transition Areas for Multifamily Development (21-20), Urban Agriculture (21-21A), Community Commercial District (21.34), Hawks Prairie Business District (21.37), Business Park District (21-41), and Planned Industrial Park Developments Overlay (21-43).

## 2.3 Land Use and Urban Design Goals & Policies

To achieve our community's vision while accommodating our allocation of the region's projected growth, we need to plan for quantity while maintaining our pursuit of quality in all areas of our community. Ensuring local resiliency and adaptability within our built environment will have direct impacts on how we progress as a community.

This Update envisions new developments that will reinforce the community's identity, urban design preferences, and historic form. Major streets and transportation corridors will gradually transform into

attractive, higher density, mixed residential and commercial "urban corridors" with frequent transit service.

Housing will be available within and near shopping and employment areas. Development will be carefully designed to integrate with the adjacent transportation system and other community features. Neighborhoods and commercial areas will gradually be woven together into a cohesive urban fabric. These "ten-minute" neighborhoods will provide ready-access from homes to supporting businesses and civic amenities, parks, schools, and other community gathering places.

The goals and policies contained within this section work to achieve the community's vision by preparing for anticipated growth in ways that will contribute to and enhance the character of our community. They were first developed and adopted as part of the Lacey Comprehensive Plan in 2016 based on the guidance and perspectives provided by the Lacey community.

**Goal 1: Use UGA boundaries to guide growth, prevent sprawl into the rural areas, conserve land resources, and promote land use distribution for the efficient provision of urban services and utilities.**

**Policy A:** Use UGA boundaries as focus for designation of urban densities, to avoid sprawl into rural areas, and to provide logical service and utility planning.

**Policy B:** Maintain designated growth area boundaries that meet the following criteria:

- a. Contain areas characterized by urban growth
- b. Are served by, or planned to be served by, municipal utilities
- c. Contain vacant land near existing urban areas capable of serving urban development
- d. Are compatible with the use of designated resource lands and critical areas
- e. Follow logical boundaries
- f. Consider citizen preferences
- g. Are of sufficient area and planned density to permit the growth that is projected to occur in succeeding twenty-year period

**Policy C:** Explore designating "urban holding areas" specifically within the Pleasant Glade and McAllister Springs Geologically Sensitive Area, which would not be developed until such time that sewer service is available. Should development in this area not be anticipated during the next twenty-year planning horizon, consider removing those areas from the UGA.

**Policy D:** Consider re-designating Agricultural zoning districts to an "urban holding area" to ensure consistency with the GMA and to precluded agricultural lands from developing until rezoned and/or sewer becomes available.

**Policy E:** Encourage planned unit developments (PUD's) or planned residential developments (PRD's) to cluster land uses and increase opportunities to implement Low Impact Development (LID) techniques.

**Goal 2: Guide development based on the availability of roads, utilities and services, and environmental limitations. Development within the UGA shall provide a diversity of**

**high-quality housing, commercial, and mixed uses. Infill areas should be the primary areas where growth is encouraged.**

- Policy A: Locations for the highest density development will generally be located along major arterials and corridors to maximize transportation opportunities and the provision of services.
- Policy B: Infill and redevelopment should be prioritized and incentivized around existing neighborhood centers, recognized nodes, and urban corridors in areas served by City utilities and transit.
- Policy C: Zones designed to permit high and moderate residential density should accommodate a mix of housing types from small lot single-family to multifamily uses.
- Policy D: Moderate and High-density zones should have provisions to ensure they are not dominated by any one type of housing style.
- Policy E: Where adequate public sewer services are available within two hundred feet of a property, the Health Officer may require hook-up to the public sewer system when new development is proposed, or when the existing on-site septic system fails, needs replacement, or requires major repairs, or when necessary for groundwater resource protection.
- Policy F: Whenever possible, require residential and commercial development utilizing septic tanks for sewage disposal, which have sanitary sewer laterals available, to hook up to the sanitary sewer when the system fails, needs replacement, or requires major repairs, or when necessary for groundwater resource protection.
- Policy G: Ensure that development standards and road/street level of service standards within the Urban Growth Area are consistent with the standards of the City of Lacey.

**Goal 3: Encourage a distribution and mix of land uses that provides convenience for residents in accomplishing day-to-day tasks in close proximity to residential areas.**

- Policy A: Encourage residential densities high enough to support, and within walking distance of, basic retail, support services, and areas of employment.
- Policy B: Provide a mix of uses in close proximity to neighborhoods to enhance their character, functionality, and desirability, and reduce the dependency on the automobile.
- Policy C: Encourage, where feasible, mixed-use concepts that integrate commercial uses within the same building as residential uses, with commercial uses on the ground floor.
- Policy D: Continue to use the village center concept as a strategy to achieve a mix of uses.

**Goal 4: Achieve a mix of uses along designated arterial corridors (*identified within the transportation chapter*) that are walkable and transit oriented.**

- Policy A: Adopt transit-oriented development at key nodes along Martin Way to serve as anchor development.



- Policy B: Consider an overlay zone or development code amendments to implement nodal development concepts.
- Policy C: Consider adopting form-based code or other strategies to require mixed-use buildings at high use intersections.
- Policy D: Promote available development incentives to increase affordable housing at the areas selected for nodal development.
- Policy E: Continue to participate in the Urban Corridor Task Force.
- Policy F: Apply different mixes of commercial and high-density residential land uses along the Martin Way Corridor based upon sensitivity to existing uses so they may be integrated into the long-term vision.
- Policy G: Maintain the health and vitality of existing business along Martin Way, by accommodating the continued operation of existing auto-dependent uses that do not meet the intent of the mixed-use high-density corridor.
- Policy H: Have requirements, as well as incentives, for gaining compliance over time as applications are made for expansion or improvements of non-compliant auto-dependent uses.
- Policy I: Prioritize street frontage improvements based in part on available funding mechanisms that will include, as appropriate, City/County/community funds, grants, requirements for building permits, Local Improvement Districts, Business Improvement Districts, TDR/incentive program bonuses, or any other combination of funding.
- Policy J: Support coordination of a joint project to improve the Martin Way Corridor, especially related to pedestrian safety multimodal transportation improvements.
- Policy K: Provide for a mixed-use arterial corridor zone encouraging moderate density residential development and new commercial development opportunities along portions of Sleater Kinney Road and Pacific Avenue.
- Policy L: Take advantage of marketing opportunities provided by the surrounding planning area and adjacent neighborhoods. Commercial uses permitted should include a range of office, service, and retail activities compatible with the neighborhood in which the corridor is located.
- Policy M: Use the 1993 study conducted by Thurston Regional Planning Council titled, “Evolution of a Corridor – From Auto-Oriented Arterial to High Density Residential Corridor”, recommendations from the Urban Corridors Task Force, dated 2011, and Martin Way Corridor Study (2022) as guides for the mixed-use arterial zones and associated standards.
- Policy N: Consider form-based codes and other design tools to further objectives of the corridor for integration with existing uses, including mixed-use opportunities, compact development, higher density, social interaction, and affordable housing.

Policy O: Mixed-use areas will benefit from buildings organized along the street to facilitate pedestrian use.

**Goal 5: Ensure a diversification of employment opportunities so residents can work, live, shop and play all within close proximity.**

Policy A: Develop and implement strategic goals and plans that support and promote diverse employment opportunities.

Policy B: Work with the providers of higher education to ensure that education programs are matched with in-demand skills.

Policy C: Work with Joint Base Lewis-McChord to ensure that the housing, business, and recreation needs of those who are associated with the base are being met

**Goal 6: Enrich our quality of life by building an attractive, inviting, and secure community. In partnership with the community, work to foster local pride, a vibrant and diversified economy, plans for the future, and the preservation and enhancement of the natural beauty of our environment.**

Policy A: Land use patterns should accommodate carefully planned levels of development that promote efficient use of land, reduce sprawl, encourage alternative modes of transportation, safeguard the environment, promote healthy neighborhoods, protect existing neighborhood character, and enhance Lacey's sense of community.

Policy B: Support efforts for the creation of new livable wage jobs and promote the diversification of the community's businesses and employment sector.

Policy C: Plan for and promote an economically healthy community center that is unique, attractive, and offers a variety of retail, office, service, residential, cultural, civic, and recreational opportunities.

Policy D: Encourage diverse, affordable, attractive, and stable residential neighborhoods while providing for a variety of housing opportunities.

Policy E: Protect and enhance the quality of the natural environment by protecting and restoring important environmental areas such as shorelines, wetlands, drinking water supplies, urban forests, and the Woodland Creek basin by ensuring development projects meet or exceed established environmental protections, encouraging existing septic systems to connect to City sewer when services are available, and focusing on redevelopment of existing buildings and targeted infill sites.

Policy F: Actively accommodate projected population growth consistent with regional forecasts, allocations, and the latest Buildable Lands Report.

Policy G: Ensure that street designs encourage all modes of transportation including transit, pedestrians, bicyclists, and automobiles.

Policy H: Emphasize our collective role as environmental stewards by operating in a manner that:

- I. Increases community understanding of the natural environment and participation in protecting it through education and programs;



- II. Promotes sustainable land use patterns and low-impact development practices, and
- III. Leads by example in the conservation of natural resources such as energy, water and trees.

Policy I: Continue to support a culture of dialog and partnership among public officials, residents, property owners, the business community, Joint Base Lewis-McChord, and other governmental agencies.

Policy J: Encourage active participation by all Lacey residents in planning for the future of the community

## 2.4 Development & Land Use Implementation Strategies

The following strategies have been identified to achieve the goals and policies of the Joint Plan as it relates to land practices across the community. They work to ensure development is accomplished in a way that is sustainable, equitable, and beneficial to the community at large.

These strategies include a range of development and zoning approaches that work to support a diversity of needs within the community while preserving environmentally sensitive areas.

- Strategy 1: Consider raising minimum density requirements and/or require a mix of housing types for large projects within the Moderate and High-Density Residential zoning districts to ensure they are not dominated by any one type of housing style.
- Strategy 2: Review the Mixed-Use High-Density Corridor zone along Martin Way. The City and County should review and update the zoning code for the corridor, specifically focusing on facilitating a mix of uses on larger parcels, a mix of uses within the corridor and identifying strategic parcels for more intensive study.
- Strategy 3: Consider re-designating the “Agriculture” zoning district to an “urban holding area” so that Agriculture zones are precluded from developing until rezoned and/or sewer is available.
- Strategy 4: Explore designating “urban holding areas”, specifically within the Pleasant Glade and McAllister Springs Geologically Sensitive Area, which would not be developed until such time that sewer service is available. Should development in this area not be anticipated during the next twenty-year planning horizon, the City should consider removing the property from the UGA in conjunction with a robust public participation campaign.

### 3 Housing & Affordability

**VISION FOR THE FUTURE:** A broad choice of housing types at a range of prices, including affordable homes in diverse, safe settings that maintain a high quality of life.

**KEY ACTIONS:**

- Provide housing choices for a diversity of income levels and lifestyles.
- Engage community in the process of neighborhood development.
- Support affordable housing throughout the community through accessory dwelling units and a mix of housing types.
- Revitalize deteriorating residential areas.
- Ensure special needs populations have safe and affordable housing.
- Ensure existing low-income houses are preserved and new low-income housing is built.

#### 3.1 Housing Goals & Policies

The objective of the goals and policies contained in this chapter is to achieve our community's vision by preparing for planned growth that will contribute to and enhance the character of our community.

**Goal 1: Ensure a sustainable and wise use of land resources to provide an adequate amount and mix of housing types for the anticipated increase in population.**

Policy A: Assign land use designations that will provide for adequate opportunity for increased densities and a diversity of housing types.

Policy B: Create development code provisions to provide increased density opportunities.

Policy C: Achieve a level of design with innovative, creative, and efficient concepts for integration of different land use types that will facilitate development of great places that provide increased opportunities to live, work, and play.

**Goal 2: Adopt zoning strategies that will promote the intensification, densification, and evolution of land use distribution and form into a sustainable pattern of high-quality urban development.**

Policy A: Identify areas to focus infill density and mixed-use concepts based upon potential capacity, built condition, and infrastructure.

Policy B: Development approval criteria should require availability of urban utilities, such as water and sewer.

Policy C: Where compatibility issues can be adequately addressed, allow for a range of densities and land use types within the same zone to provide opportunities to enhance the character, functionality, and desirability of areas and promote multimodal transportation options.

**Goal 3: Increase affordable housing along the Martin Way corridor, specifically at the nodes identified as priorities.**

Policy A: Promote tax incentives to developers for building low-income and affordable housing.

Policy B: Purchase available lots for development and redevelopment on which to build affordable housing.

Policy C: Utilize existing or adopt tax incentives that require a percentage of affordable housing units within mixed-use developments.

Policy D: Partner with Thurston Housing Authority or other regional agencies to achieve a sustainable level of affordable housing, specifically at identified nodes.

**Goal 4: Have a sufficient number and mix of housing units to provide affordable rental and home ownership housing opportunities for all persons.**

Policy A: Provide opportunities for development of all housing types to accommodate future needs for each type of housing.

Policy B: Monitor the market and available land in the urban growth boundary to provide sufficient area zoned to meet the demand for various types of housing.

Policy C: Encourage a wide variety of housing from low to high income in range to allow placement and mobility within the housing market.

Policy D: Promote preservation and improvement of existing single-family and multifamily units.

Policy E: Support neighborhood revitalization through available grants from the State, Federal and local levels to maintain and improve infrastructure.

Policy F: Support policies and programs to address the unique housing needs of the military population, including active duty, reserves, dependents and contractors.

**Goal 5: Achieve a balanced community with each planning area accommodating a fair share of housing needs for all persons.**

Policy A: Consider requirements and incentives designed to result in a balanced, increased supply of affordable housing in all parts of the community for very low-, low- and moderate-income households.

Policy B: Evaluate the possibility of providing density bonuses, where appropriate, to builders who provide low-income housing in market-rate developments, and of tying the bonus to affordability.

**Goal 6: Work with regional agencies and other housing partners to implement affordable housing strategies consistently and on a regional scale.**

Policy A: Implement regional affordable housing strategies to meet housing needs for very low-, low-, and moderate-income households.

Policy B: Include public and nonprofit agencies, such as the Housing Authority with expertise in housing practices and special needs, as partners in inclusionary programs.

Policy C: Allow the Thurston Housing Authority, or other agencies, to take a lead role where their expertise and function are to best accomplish program objectives. Lead responsibility might include such tasks as qualifying households by income bracket, monitoring target objectives, administration of an affordable housing trust, taking ownership of dedicated lots and units, contracting for the development of units, monitoring the sale and resale controls of designated public units, and other related tasks.

**Goal 7: Achieve housing that is compatible and harmonious with existing neighborhood character while allowing infill and providing for environmental sensitivity.**

Policy A: When designating areas for infill and zoning classifications, consider and place emphasis on the composition of the neighborhood, housing need, available infrastructure, principals of walkability and healthy communities.

Policy B: When implementing infill projects in designated areas, require design of infill projects that:

- i. Meet the housing needs of the planning area considering variety and choice.
- ii. Integrate successfully into the existing residential environment considering form-based concepts and healthy community objectives.
- iii. Provide a form, look and feel and social functionality that will add to the character, desirability and value of the surrounding neighborhood.

Policy C: Utilize design review guidelines for all residential developments.

**Goal 8: Provide a variety of housing opportunities for those with special needs.**

Policy A: Provide opportunities for development of various types of group housing.

Policy B: Allow a full range of housing and housing related facilities for the accommodation of persons with special needs, with consideration for the promotion of housing in areas that provide the most services for such individuals.

Policy C: Design group homes and facilities for special populations so that they are integrated, compatible, and harmonious with surrounding land uses.

Policy D: Ensure implementation of the Americans with Disabilities Act and the Fair Housing amendments.

**Goal 9: Reduce homelessness by finding ways of providing emergency and transitional shelter to serve the needs of vulnerable people.**

Policy A: Work cooperatively with local jurisdictions, nonprofits and religious organizations to provide shelter.

Policy B: Provide the opportunity to accommodate innovative strategies that will include emergency and transitional housing for people experiencing homelessness.

Policy C: Ensure location and use of emergency and transitional housing considers, and is successfully integrated into, the surrounding neighborhood without impact to other land use activities.

Policy D: Maintain and expand partnerships with the business, religious and nonprofit communities in the pursuit of ending homelessness.

Policy E: Use the Continuum of Care approach, which emphasizes supporting self-sufficiency and transitional housing programs rather than stop gap measures which fail to break the cycle of homelessness.

Policy F: Support an increased role in meeting the problems of homelessness from the private sector through funds, in-kind, and volunteer support and evaluate funding decisions partially on the basis of other funding sources.

Policy G: Consider the needs of vulnerable populations when siting facilities.

Policy A: Continue to review and monitor participation and experience in programs that support people experiencing homelessness. Assess effectiveness in meeting the needs of individuals, and provide opportunities for programs that can better serve these groups.

Policy B: Prioritize services to minors without family resources, families with children, victims of domestic violence, and other special needs groups.

**Goal 10: Support Thurston County's Resource Hub as a referral point for community services that support vulnerable people.**

Policy A: Take a regional perspective in addressing homelessness in the community through support and participation in the Thurston County Home Consortium that provides coordinated planning, activities and evaluations that address homelessness.

**Goal 11: Strive to end homelessness by focusing on proactive intervention.**

Policy A: Look for opportunities to strengthen outreach and engagement activities that will facilitate enrollment in treatment and service programs of individuals who are experiencing homelessness or at risk.

Policy B: Promote programs designed to ensure that persons returning to the community from institutional or other sheltered settings (including foster care) have adequate housing.

Policy C: Encourage the use of early interventions, ranging from family strengthening and high-risk youth programs to specific discharge planning.

**Goal 12: Achieve maximum utilization of public buildings for use in the public interest by scheduling secondary uses and activities at times facilities are not being utilized for primary functions.**

Policy A: Review opportunities for shared use of public facilities where it will not conflict with primary use of the structure and associated activities.

Policy B: When designing new public buildings and planning expansions of existing buildings, consider designs to serve dual roles in providing a full range of public services, including emergency shelter, meal services, and other services that might be needed.

### 3.1.1 Affordable Housing Strategic Policies

The Lacey community is in the midst of an affordable housing crisis. According to data provided by the Washington State Department of Commerce, there are an estimated 14,000 households in Thurston County that are currently cost burdened in their rental unit and an additional 19,000 households that are cost burdened as owners. This means that nearly 1 in 3 Thurston County households spend more than 30 percent of their income on housing.

Many factors influence housing affordability such as employment, wages, unintended social issues, and internal/external market factors. The following goals and policies identify strategies our community can take to reduce the effects of the housing affordability issue within our region.

Policy A: Help People Stay in Affordable Housing:

- i. People experience a loss in their affordable housing for a variety of reasons, such as redevelopment or rent increases beyond their ability to pay. Comparable affordable housing may not be available in Lacey. Lower income and fixed-income

people, especially seniors, who have owned their homes for a long time but can no longer afford to live there because of increased costs (e.g. maintenance, taxes, and utilities) may be unable to find an affordable alternative that allows them to remain in their communities. This strategy would focus on helping low-income peoples stay in their home or apartment.

**Policy B:**

**Create a Variety of Housing Choices:**

- i. Considering Lacey’s current housing inventory and Comprehensive Plan goals for walkability, there is a huge opportunity to create gentle densification for more types of housing such as duplexes, triplexes, cottages, courtyard apartments, townhouses, and multi-family apartment buildings. Diversity in housing sizes and types, cost, accessibility, geographic location, and cultural options can provide for diverse individual housing needs at all stages of life, help ensure new residents are welcomed, and ensure long-term residents can stay in Lacey. This strategy would focus on zoning changes to allow for more housing types in more places.

**Policy C:**

**Create More Affordable Housing:**

- i. Lacey needs more affordable housing for individuals and families large and small, young and old. As a local government, two important ways the city can influence affordable housing production are through its regulations and prioritizing use of public lands for affordable housing. This strategy would focus on the city’s regulatory authority to support development of affordable housing and on opportunities to use public lands for housing development

**Policy D:**

**Make it Easier to Build All Types of Housing:**

- i. As long as Lacey remains an attractive place to live and work, demand for housing will continue to grow. To the extent that demand is high and supply is not able to keep up, housing prices will continue to rise and affordability will decrease. This strategy focuses on actions to help increase the total

## AFFORDABLE HOUSING

### 30-percent Rule Explained

The conventional public policy indicator of housing affordability in the United States is the percent of income spent on housing. The 30 percent rule evolved from the United States National Housing Act of 1937. This act created the public housing program. The program was designed to serve families in the lowest income group. The program established income limits, rather than maximum rents, to determine if a family qualified to live in public housing.

Although this rule was created for public housing, today it remains the most commonly accepted standard of affordability for all types of housing.

### 28/36 Rule Explained

Mortgage lenders use a stricter standard. The 28-36 rule states that a household should spend no more than 28 percent of its gross monthly income on total housing expenses and no more than 36 percent on all debt including housing-related expenses and other recurring debt service.

amount of housing available in Lacey to better meet market demand and, in so doing, relieve pressure on the overall cost of housing.

**Policy E:** Prioritize Federal, State, and Local Funding for Housing:

- i. Federal, state, and local funding has not kept pace with the cost of providing affordable housing and additional funding sources are critical to meet the growing need. The focus of this strategy is to continue to support and expand the types and amounts of funding available to support affordable housing. This would establish a higher sustained level of funding in order to fully implement Lacey's affordable housing strategy and direct funds to non-profits building or purchasing units.

**Policy F:** Continue Supporting Homeless Services Regionally:

- i. This strategy focuses on supporting and bolstering existing organizations and programs that assist homeless individuals, families, and students in a coordinated way with the County, and neighboring cities.

### 3.2 Residential Implementation Strategies

The following strategies have been identified to achieve the goals and policies of the Joint Plan related to housing within the Lacey community. These strategies aim to increase the density of residential areas, encourage affordable housing, and ensure compatibility between existing and new development. They also include zoning mechanisms, development standards, and incentives to achieve these goals. Additionally, the strategies are designed to comply with the Fair Housing Act, the Washington Housing Policy Act, and the Countywide Planning Policies.

- Strategy 1:** Amend density standards in the Moderate Density and High-Density Residential Districts to identify minimum density standards and distinguish development densities between the zones.
- Strategy 2:** Examine incentives and provisions in the development code and amend, where necessary, to increase incentives to achieve increased densities in desired areas.
- Strategy 3:** Whenever feasible, require sewer to new residential development in the unincorporated portions of the UGA to increase densities and further the wise use of the available land supply.
- Strategy 4:** Review development standards for infill development to ensure compatibility between existing and new development.
- Strategy 5:** Increase permitted building height standards in Moderate Density and High-Density Residential Districts to allow flexibility and add variety for multifamily structures in these zones.
- Strategy 6:** Participate in ongoing regional efforts to plan for adequate affordable housing for very low-, low-, moderate-, and middle-income households consistent with the Countywide Planning Policies.
- Strategy 7:** Include provisions for reasonable accommodations in planning and building standards that comply with the Fair Housing Act and the Washington Housing Policy Act.



- Strategy 8: Include zoning mechanisms and development standards that can increase density in appropriate areas. These mechanisms may include infill development (including reevaluating infill standards for lots in developed neighborhoods); minimum densities for selected residential zones; zero lot line development; and density bonuses for multifamily and mixed-use developments.
- Strategy 9: Support increased incentives for the multifamily tax exemption in areas of the City, including urban corridor areas, areas served by transit, and designated infill areas.
- Strategy 10: Regularly update the development standards to include strategies and provisions that encourage affordable housing and provide housing for special needs populations, such as mixed-use development, congregate care facilities, retirement homes, accessory dwelling units, and inclusionary zoning.
- Strategy 11: Review land use permitting processes to ensure continued efficiencies in an attempt to not significantly add to development costs.



## 4 Natural Environment

VISION FOR THE FUTURE: A beautiful, natural setting that is preserved and enhanced.

### KEY ACTIONS:

- Evaluate challenges such as a growing population, climate change, and increased waste and toxins that impact our water and natural resources.
- Limit the impact of development on stormwater runoff, environmentally sensitive areas, wildlife habitat, and trees.
- Encourage low impact and green building methods through education, technical assistance, incentives, regulations, and grants.
- Professionally manage urban forests
  - Preserve mature, healthy trees during development and give proper care to new trees.

### 4.1 Natural Environment Goals & Policies

The GMA requires all cities and counties to adopt development regulations that protect critical areas. These regulations help to preserve the natural environment, maintain fish and wildlife habitat, and protect drinking water. Protecting critical areas also helps reduce exposure to risks of natural hazards, such as landslides or flooding, and maintains the natural elements of our landscape. It can be costly, or even impossible, to replace critical area functions and values once they are lost.

As defined by [RCW 36.70A.030 \(6\)](#) the five types of critical areas are:

- Wetlands
- Areas with a critical recharging effect on aquifers used for potable water
- Frequently flooded areas
- Geologically hazardous areas
- Fish and wildlife habitat conservation areas

The GMA further requires that all critical areas must be designated, and their functions and values protected using the best available scientific information—known as ‘[best available science](#)’.

The objective of the goals and policies contained in this chapter is to achieve the community’s vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

**Goal 1: Protect, conserve and complement natural resources and environmentally sensitive areas and promote sustainability.**

**Policy A:** Development shall be consistent with the Natural Environment Element, the Critical Areas Ordinance, and the Shoreline Master Program.

**Goal 2: Accommodate designated natural resource lands consistent with the stated intent of goals, policies and land use designations contained in this chapter.**

**Policy A:** Ensure that land uses proposed adjacent to designated resource lands are compatible with such activities and appropriate buffers and regulations are in place.

Policy B: Accommodate appropriate urban densities that comply with identified goals, policies and development standards to help ease development pressure on areas outside the growth boundary.

**Goal 3: Accommodate existing and designated agricultural uses currently in operation.**

Policy A: Accommodate agricultural activities in existence at the time of this adoption with sensitivity to urban density and land use compatibility issues.

Policy B: Support urban agricultural activities to provide fresh produce to encourage a healthy lifestyle; additional food choices; economic development opportunities; and a more sustainable lifestyle.

Policy C: Ensure design standards for urban agricultural activities do not compromise established nuisance levels that could degrade the quality of life for surrounding residents.

Policy D: Explore innovative strategies to protect existing agriculture within the Urban Growth Area, such as an agriculture protection overlay or public farmland initiative, like Transfer of Development Rights (TDR), to support compact growth in urbanizing areas while conserving long-term agriculture of commercial significance in rural areas.

Policy E: Work with local governments throughout the region to help protect existing agricultural lands and develop and promote a vibrant local food economy.

**Goal 4: Recognize and protect suitably located non-commercial urban forest resources.**

Policy A: Implement and refine when needed the provisions contained in the County Healthy Forests Plan to compliment the goals and policies found within the Lacey Urban Forest Management Plan for tree and vegetation protection and preservation.

Policy B: Achieve and maintain a vibrant, healthy, and diverse urban forest consisting of primarily native water-wise landscape components to improve canopy cover and the aesthetic and physical benefits of trees while protecting infrastructure from tree damage.

Policy C: Base decisions on the preservation of trees and revegetation upon the requirements for individual development sites.

Policy D: Maintain a street tree program that takes advantage of indigenous trees, provides a coordinated approach on preferred deciduous street tree species, and provides diversity of species, interest, and aesthetic quality.

**Goal 5: Recognize existing designated mineral resource lands while minimizing nuisance to adjacent urban uses.**

Policy A: Existing mineral extraction sites should be designated as such upon annexation if the site is being used for mineral extraction.

Policy B: Require a land use analysis for the designation of new mineral resource lands that considers cost savings, urban reuse of the property, impacts to adjacent areas, and impacts to designated critical areas.

**Goal 6: Promote a systems perspective in policy, regulatory, and service decisions, recognizing the interrelationship of people, nature, and the economy.**

- Policy A: Recognize that our community’s quality of life is one of its competitive advantages and promote economic growth that maintains and enhances this quality of life.
- Policy B: Continue to recognize the requirement for, and substantial benefit of, incorporating the use of “best available science” in the overall management of critical areas and natural resource protection.
- Policy C: Continue to preserve and protect significant environmental features including unique wetlands, shorelines, hillsides, and habitat areas to support wildlife and protect surface and groundwater resources.
- Goal 7: Work to ensure no net loss of wetland resources and while seeking to increase the quality and quantity of these resources.**
- Policy A: Utilize and update wetland protection measures based on best available science to ensure protection of wetland resources.
- Goal 8: Protect residents and property from flood hazards.**
- Policy A: Utilize and amend, when necessary, flood hazard protection measures to minimize flood hazard impacts to life and property.
- Policy B: Continue to participate in the National Flood Insurance Program to minimize risk of flood hazard.
- Policy C: Utilize drainage and erosion control standards to respond and mitigate drainage problems.
- Goal 9: Protect the quality and manage the quantity of groundwater resources.**
- Policy A: Seek to protecting groundwater resources from contamination through regulatory implementation measures.
- Policy B: Take proactive measures to protect water quality from degradation and promote corrective actions in areas where degradation has occurred so that the net effect is an improvement of ground and surface water quality.
- Policy C: Continue to implement adopted standards to regulate land uses within sensitive aquifer areas and well head protection areas.
- Goal 10: Ground and surface waters are protected from land uses and activities that harm water quality and quantity.**
- Policy A: Reduce the rate of expansion of impervious surface in the community.
- Policy B: Encourage the increased use of permeable materials and environmentally-beneficial vegetation in construction projects.
- Policy C: Encourage retrofitting existing infrastructure for stormwater treatment in areas with little or no treatment.
- Policy D: Require prevention and treatment practices for businesses and land uses that have the potential to contaminate stormwater.
- Policy E: Improve programs and management strategies designed to prevent and reduce contamination of street runoff and other sources of stormwater.

**Policy F:** Coordinate with other jurisdictions that share stormwater drainage basins to provide stormwater facilities and related management programs to protect surface and groundwater quality and habitat, prevent chronic flooding from stormwater, maintain natural stream hydrology, and protect aquatic resources.

**Policy G:** Limit or prohibit uses that pose a risk to water supplies in Drinking Water (Wellhead) protection areas based on the best scientific information available and the level of risk. Where legally allowed, require restoration of any such areas that have been degraded.

**Policy H:** Encourage more active inspection and maintenance programs for septic systems.

**Policy I:** In conformance with adopted Sewerage General Plans, and when available, encourage existing septic systems to connect to sewer and limit the number of new septic systems.

**Goal 11:** **Protect the health and safety of the community and property by avoiding the adverse impacts of erosion, landslide, and other geologic hazards.**

**Policy A:** Mitigate geological hazards by proper engineering design and modified construction techniques when acceptable. When technology cannot reduce risk to acceptable levels, development in geologically sensitive areas should be avoided.

**Policy B:** Review and refine development regulations and mapping resources for geological sensitive areas as additional resource information becomes available.

**Policy C:** Continue to recognize the McAllister Springs area as geographically sensitive and require environmental performance standards to protect water quality, prevent soil erosion, and minimize surface water runoff and diversion.

**Goal 12:** **Provide consideration, protection, and effective management of habitat conservation areas.**

**Policy A:** Utilize information and recommendations from the Department of Wildlife in classifying and designating priority habitats and species.

**Policy B:** Provide habitat for wildlife by maintaining a system of interconnected stream and trail corridors, shorelines, open spaces, and parks in areas of high habitat value.

**Policy C:** Continue to work with area resource partners to identify priority projects for habitat restoration.

**Policy D:** Continue to work with the U.S. Department of Fish & Wildlife to provide adequate mitigation, when required, for listed threatened and endangered species and habitat.

**Policy E:** Apply the county's Habitat Conservation Plan, where appropriate, to protect threatened and endangered species and their habitats.

**Goal 13:** **Work to reduce greenhouse gas emissions and work toward sustainable practices and policies.**

**Policy A:** Work to conduct operations in a manner that provides quality municipal services to the community while encouraging resource conservation and reducing adverse environment impacts.

**Policy B:** Work to implement the goals and action items identified within the Thurston Climate Mitigation Plan.

## 4.2 Environmental Implementation Strategies

Implementing effective strategies for managing land use and development is a critical aspect of urban planning. The following strategies are designed to reflect updated goals and policies contained in the Lacey Urban Forest Management Plan, protect Woodland Creek, mitigate climate change, evaluate the potential for cost savings and land reuse in mineral extraction areas, and examine the compatibility of agricultural lands with nearby land uses, land values, and public facilities.

In this context, the strategies highlight the importance of balancing economic development with environmental protection and community well-being. Through the implementation of these strategies, the Lacey community can work towards sustainable land use and development practices, which contribute to the long-term social, economic, and environmental vitality of the community.

- Strategy 1: Amend codes governing the use and protection of trees and vegetation and other applicable development standards as necessary to reflect updated goals and policies contained in the Lacey Urban Forest Management Plan.
- Strategy 2: Continue to implement the Thurston Climate Mitigation Plan.
- Strategy 3: Re-examine designated agricultural lands for compatibility and intensity for nearby land uses, land values, and availability of public facilities to determine if more appropriate zoning should be put in place.

## 5 Parks, Culture, & Recreation

VISION FOR THE FUTURE: A healthy, fun and enriching place to live

### KEY ACTIONS:

- Maintain and improve facilities, public art, events, and recreational programming to foster community building.
- Ensure the park and trail systems are accessible.
- Build and improve the urban trail system to connect parks, schools, neighborhoods, public facilities, and places of employment.
- Create more waterfront public access.
- Support diverse works of art in public spaces.
- Support art, theater, and arts education.
- Provide opportunities for a physically and mentally active lifestyle.
- Support family recreation with programs and activities.

### 5.1 Parks, Culture, & Recreation Goals & Policies

The objective of the goals and policies contained in this chapter is to achieve the communities vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

**Goal 1:** Land use policies complement and help the creation and improvement of parks, open space, and trails.

**Policy A:** Continue to require open space for residential and commercial development.

**Policy B:** Link pedestrian and bicycle pathways with greenways, priority habitat sites, wetlands, and open space between neighborhoods. Open space shall be designed into a project from the outset, with sizable and meaningful pieces set aside. It should be designed in conjunction with school and community sites whenever possible and should provide a focus for neighborhood activity.

**Policy C:** Coordinate land use policies with open space requirements contained in the critical areas provisions.

**Policy D:** Open space is designed to define our community, create outdoor spaces, protect wildlife habitat and the natural environment, and create public and civic spaces.

**Policy E:** Require means to ensure perpetual maintenance of wetlands and priority habitat sites for passive recreational opportunities.

### 5.2 Parks, Culture, & Recreation Implementation Strategies

Developing and maintaining parks and recreational facilities is a critical component of promoting community health and well-being. The implementation strategies outlined below are designed to enhance the development and management of parks, preserves, and trails while ensuring environmental, historical, and cultural features are protected.



These strategies aim to foster public stewardship of parks, use universal design standards for signs and facilities, work with other parks/recreation providers to ensure a coordinated approach to meeting the region's needs, explore potential recreational uses of undeveloped public lands, and pursue opportunities that allow for the preservation of natural systems and critical landscapes.

In addition, these strategies also emphasize working with other jurisdictions to establish and protect open space and habitat corridors, which link to regionally significant open spaces and areas of diverse habitat.

- Strategy 1: Use green design and low-impact methods in developing parks and facilities, including Integrated Pest Management principles.
- Strategy 2: Ensure park design and development guidelines conform to local ordinance and accepted state and federal standards.
- Strategy 3: Foster public stewardship of the environmental, historical and cultural features of parks, preserves and trails. Use universal design standards for signs and facilities.
- Strategy 4: Work with other parks/recreation and open space providers (public, private and nonprofit organizations) to ensure a coordinated and cost-effective approach to meeting the region's park, recreation and preservation needs.
- Strategy 5: In collaboration with other jurisdictions, explore potential recreational uses of undeveloped public lands.
- Strategy 6: Actively pursue opportunities that allow for the preservation of natural systems, critical landscapes, and other environmental assets.
- Strategy 7: Work with other jurisdictions to establish and protect open space and habitat corridors with linkages to regionally significant open spaces and areas of diverse habitat.

## 6 Economic Development

**VISION FOR THE FUTURE:** An economy that is diverse and balanced. Family wage jobs and career opportunities that are available to our community members from multiple sectors. A significant and ever-increasing amount of our goods, services and food is locally sourced. An emphasis on sustainable business practices and environmentally friendly development practices.

**KEY ACTIONS:**

- Support a stable economy that provides jobs that pay a living wage.
- Support commercial and mixed-use activity hubs.
- Develop public infrastructure for maximum economic, environmental, and social benefit.
- Collaborate with partners to maximize economic opportunity.
- Use historic resources to promote economic activity with property rehabilitation and tourism.
- Support small, local businesses.

### 6.1 Economic Development Goals & Policies

Lacey’s approach to economic development, characterized by a culture of collaboration and partnership with residents, property owners, developers, and entrepreneurs to minimize obstacles to their success, has been referred to as “the Lacey way.”

The objective of the goals and policies contained in this chapter is to achieve the community’s vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

**Goal 1: Create and protect active commercial and industrial areas and uses.**

- Policy A:** Maintain land use designations consistent with the City of Lacey Economic Development Plan and findings of the latest Lacey Community Market Study.
- Policy B:** Encourage industry clusters to create jobs and increase revenue circulation locally.
- Policy C:** Ensure adequate supply of developable land along primary transportation corridors and invest in commercial and industrial redevelopment.
- Policy D:** Encourage developers to concentrate non-residential land uses in integrated centers in order to ensure convenient access and prevent strip style developments.
- Policy E:** Develop future commercial, manufacturing, and light industrial areas in a comprehensive, integrated planning scheme that ensures consistency at time of annexation.
- Policy F:** Employ land use regulations to guide new industrial development into areas and patterns that minimize heavy trucking through residential and business areas.
- Policy G:** Ensure commercial and industrial structures are well landscaped including lawns, trees, and shrubs.
- Policy H:** Locate commercial and industrial land uses close to arterial routes, freeway access and rail facilities.

- Policy I: Encourage neighborhood commercial uses that supply nearby residents with everyday convenience shopping goods to reduce traffic generation. Generally, these uses should be small, not generate excessive traffic, and be compatible with nearby residences.
- Policy J: Provide landscaping and buffering between lands designated residential and industrial and commercial land uses.
- Policy K: Encourage businesses to allow food trucks at work sites to bring diverse meal options and fresh produce to workers.
- Policy L: Emphasize sustainable practices while encouraging economic development.

### 6.1.1 Commercial & Industrial Goals & Policies

**Goal 2: Designate an adequate supply of land for high quality commercial uses based on appropriate site characteristics, community needs, and adequacy of facilities and services.**

- Policy A: Provide for a compatible mix of housing and commercial uses in appropriate locations that enables people to walk to employment and shopping.
- Policy B: Develop planning profiles for commercial and mixed-use areas to promote redevelopment and infill efforts to define and strengthen sustainability, character, and aesthetics in these areas.
- Policy C: Urban design standards along Lacey's arterial entrance corridors should provide a sense of positive identity, visual interest, and high-quality gateways to the community.

**Goal 3: Create an attractive, safe and economically vibrant corridor along Martin Way, paying specific attention to selected nodes for early development.**

- Policy A: Adopt development codes that require mixed-uses with high-density residential and a mix of housing types.
- Policy B: Consider form-based codes to allow a greater variety of commercial uses, but limit size and design to be compatible with mixed-use structures.
- Policy C: Ensure open space to increase attractiveness to pedestrians and residents.
- Policy D: Create easy access from mixed-uses to transit along Martin Way.

**Goal 4: Encourage and promote the development of high-quality industrial development.**

- Policy A: Develop specific criteria to limit the conversion of industrial lands to residential lands in order to safeguard an adequate supply of industrial lands for future economic viability.
- Policy B: Prioritize industrial development which adds to the tax base, provides family-wage jobs, and diversifies and strengthens our local economy.
- Policy C: Consider planning profiles to help guide the development and redevelopment of planned industrial areas.
- Policy D: Industrial uses should be located, designed, built, landscaped, operated, and maintained to ensure compatibility with nearby land uses.

**Policy E:** Industrial areas should be located where they are adequately served by necessary utilities and transportation routes and where adverse impacts can be mitigated.

## 6.2 Economic Development Implementation Strategies

The effective management of commercial and industrial land use is crucial for promoting economic growth and ensuring sustainable development. The implementation strategies outlined below are designed to address the demand for land use, identify priority areas for commercial and mixed-use high-density corridor development, and review existing development standards, policies, and uses.

These strategies aim to evaluate and provide additional areas for commercial and industrial land use, consider developing planning profiles, subarea plans and form-based code provisions for priority areas, and review development standards and policies to address changing demographic and economic needs.

Through the implementation of these strategies, the community can work towards creating a vibrant and diverse economic environment that meets the needs of residents and businesses alike.

- Strategy 1:** Evaluate existing commercial and industrial land use designations and provide additional areas to meet the land demand projections for the planning period.
- Strategy 2:** Consider developing subarea plans and form-based code provisions for identified priority commercial and mixed-use high density corridor areas.
- Strategy 3:** Review existing development standards, policies, and uses to address changing demographic and economic needs.
- Strategy 4:** Adopt review criteria for proposed conversion of industrial land to residential land. Adopted review criteria shall include safeguards for an adequate supply of industrial land for future use.
- Strategy 5:** Develop standards and programs complementary to economic development strategies identified in the Economic Development Element
- Strategy 6:** Encourage commercial land uses along prominent corridors, major intersections, and gateways to the community to serve the commercial needs of nearby residents.

## 7 Public Services

VISION FOR THE FUTURE: Responsive and supportive services for all.

### SCHOOLS KEY ACTIONS:

- Centrally locate schools.
- Coordinate with school officials when planning for future schools.
- Encourage partnerships between schools and neighborhood residents.

### SOCIAL SERVICES KEY ACTIONS:

- Ensure the community is safe, welcoming, and that social services are available to those that need them.
- Identify barriers to social service, shelter, and housing resources for low-income people and those at risk of becoming homeless.
- Build a strong network of emergency shelter resources for those experiencing homelessness and at-risk families with children, veterans, unaccompanied youth, and victims of sexual and domestic violence.

### FIRE SERVICES KEY ACTIONS:

- Maintain a high level of fire protection, emergency medical services, and disaster management services.
- Plan for mitigation of, response to, and recovery from major catastrophic events.

### SHERIFF SERVICES KEY ACTIONS:

- Deliver policing services in a professional, timely, objective, and impartial manner.
- Interact respectfully with everyone in the community to earn their trust and respect.
- Communicate with our diverse population to seek input on how best to meet their needs.
- Build good working relationships with other agencies and social service providers, identifying divisions of responsibility and ways to cooperate effectively.
- Ensure that the accountability system includes accessibility, integrity, legitimacy, learning, and reasonable cost.

## 7.1 Public Services Goals & Policies

The objective of the goals and policies contained in this chapter is to achieve the community vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

### 7.1.1 Essential Public Facilities

**Goal 1:** Minimize impacts associated with the siting of essential public facilities and provide appropriate standards for facilities that will protect neighborhoods and the community.

**Policy A:** Maintain consistency with CWPP's and state law for the siting requirements associated with essential public facilities.

Policy B: Continue to provide for essential public facilities through the special use permitting process to provide for meaningful review, early public input, impacts to critical areas, and mitigation of probable significant adverse impacts.

Policy C: Encourage planning and coordination between jurisdictions to site community transitional facilities that meet state requirements for bed ratios for Thurston County and meet state guidelines addressing siting issues throughout Thurston County.

### 7.1.2 Public & Institutional Uses

**Goal 2: Provide public and institutional land use to meet social needs of the community.**

Policy A: Promote Lacey's Community Center and encourage supporting community activities to develop around it.

Policy B: Continue to work with Saint Martin's and South Puget Sound Community College as community partners to maximize academic and social opportunities that these resources make available to enhance the quality of life and higher educational achievement for community members. Planning should take advantage of these educational and social resources and emphasize these opportunities as a focal point and destination site for the community.

Policy C: Coordinate planning efforts with Timberland Regional Library to provide adequate library facilities to serve the community and provide for life-long learning opportunities.

Policy D: Coordinate public and institutional land use needs with capital facilities planning.

**Goal 3: Facilitate a close working relationship with North Thurston Public Schools and other educational organizations to provide the highest possible quality school service to Lacey and the Urban Growth Area.**

Policy A: Work with North Thurston Public Schools to facilitate school district planning of siting and design for elementary and middle schools to be a focal point for neighborhood activities. Design and site high schools that serve multiple neighborhoods to best accommodate larger community areas.

Policy B: Review development projects for impact to schools and require mitigation of identified impacts. Mitigation may include dedication of property for school sites, development of school or school related improvements, payment of impact fees, other techniques necessary for mitigation, or a combination of the above.

Policy C: Ensure all developments within the sphere of influence of a school provide a design with features that support transportation options for traveling to the school site

### 7.1.3 Health & Human Services Goals & Policies

**Goal 1: Work to achieve a safe, active, and healthy lifestyle through community planning and design.**

Policy A: Provide opportunity for a distribution of land use types located within planning areas and within walking distance to one another to encourage pedestrian activity and minimize the need for automobiles.

Policy B: Design neighborhoods to promote bicycling and walking, encouraging these active and healthy lifestyles choices.



**Policy C:** Prioritize safe routes for capital improvements such as sidewalks, planter strips, street trees, traffic calming, and other pedestrian improvements. Consider incentives for infill development to add off site traffic calming and other pedestrian amenities for designated safe routes.

**Goal 2:** **Work to achieve a community where residents have convenient access to healthy food, clean water, and affordable shelter.**

**Policy A:** Provide opportunities for housing development to serve our full demographic spectrum, including a full range of housing choices designed to meet life stage needs of those demographics.

**Policy B:** Provide opportunities to integrate housing into core areas and arterial corridors where services and transportation options can be provided.

**Policy C:** Provide healthy food choice opportunities by design, including opportunities for urban farming and convenient access to grocery stores and farmers markets.

**Policy D:** Support environmental measures to protect critical/sensitive and resource areas and provisions for clean air, water, and soil for overall community health.

#### 7.1.4 Library Facilities

**Goal 1:** **Have adequate, high quality library facilities to support library services that meet the current and future needs of the Lacey Community.**

**Policy A:** The City, based on recommendations from its Library Board and in conjunction with the Timberland Regional Library, will plan to:

- 1) Evaluate the ability to build on existing infrastructure as an alternative to new construction for recommended service needs
- 2) Encourage extension of library services to all members of the Lacey community
- 3) Plan to be able to provide high quality, accessible library facilities to meet future needs
- 4) Evaluate appropriate sites for future library facilities
- 5) Evaluate the needs of residents for expanded facilities

## 7.2 Public Services Implementation Strategies

By fostering good working relationships between agencies and social service providers, opportunities exist to identify areas for collaboration and cooperation, ensuring that services are cost-effective and readily accessible. These strategies aim to address a variety of community needs related to land use, education, social services, and public safety.

**Strategy 1:** Work with school officials to ensure future schools are centrally located and well-coordinated with community planning efforts.

**Strategy 2:** Encourage partnerships between schools and neighborhoods to promote community engagement and improve education outcomes.

**Strategy 3:** Identify barriers to social services, shelter, and housing resources for low-income people and those at risk of homelessness.

- Strategy 4: Build a strong network of emergency shelter resources for homeless individuals and at-risk families, veterans, unaccompanied youth, and victims of domestic and sexual violence.
- Strategy 5: Ensure the community is safe, welcoming, and social services are available to those who need them.
- Strategy 6: Maintain a high level of fire protection, emergency medical services, and disaster management services.
- Strategy 7: Develop and implement a plan for mitigation of, response to, and recovery from major catastrophic events.
- Strategy 8: Deliver policing services in a professional, timely, objective, and impartial manner, with a focus on building trust and respect with all members of the community.
- Strategy 9: Foster good working relationships with other agencies and social service providers, identifying areas for collaboration and cooperation.
- Strategy 10: Ensure a transparent sheriff accountability system that is accessible, has integrity, legitimacy, fosters learning, and is cost-effective.
- Strategy 11: Continue to coordinate planning with the Lacey Library Board and library district to determine appropriate facilities to meet future needs.

## 8 Transportation & Infrastructure

As the urban growth area transitions to a more urban setting, a safe, well-connected, and efficient multimodal transportation system will be vitally important to maintain a high quality of life. The relationship between the transportation system and other land uses plays a key role in urban life.

The relationship of street features to adjacent land uses, the location and supply of parking, and the proximity of buildings to the street is critical to the experience and choices of pedestrians, bicyclists, transit riders and motorists. To integrate streets, corridors, and trails with adjacent uses, development must be carefully designed in combination with the adjacent transportation system. Details must be suited to all users and to the intended form of the street.

### 8.1 Urban Corridors

“Urban corridors” are an integrated land use and transportation concept defined in the 1993 Regional Transportation Plan and reflected in the 2040 Regional Transportation Plan. The urban corridor approach intends to reduce sprawl and dependence on the automobile by allowing people to live in attractive urban neighborhoods where they can walk or use transit to get to work and meet their daily needs.

Thurston County has designated urban arterials and collectors (such as Pacific Avenue & Martin Way), as well as other heavily traveled roads that continue through urban growth areas into the rural county as “Urban Strategy Corridors” where level of service may exceed adopted standards.

Along these corridors, land use will be supported by a multimodal transportation system. Improvements for bicyclists, pedestrians and transit in these corridors are intended to allow the densities to increase while minimizing vehicle trips. As described in the Thurston Regional Transportation Plan, these corridors are places where road widening is not a preferred option for solving congestion problems, either because the street is already at the maximum width, adjacent land uses are built out, or environmentally sensitive areas exist. The following corridors are identified as strategy corridors:

- Willamette Drive NE between Marvin Road NE and 31st Ave NE
- Marvin Road between Willamette Drive NE and south city limit line
- Martin Way from the west city limit line to Carpenter Road
- Martin Way from Galaxy Drive NE to Marvin Road
- College Street between Martin Way and Yelm Highway SE
- Yelm Highway SE from the west city limit line to Ruddell Road SE
- Pacific Avenue SE from the west city limit line to east city limit line
- Lacey Boulevard SE from Golf Club Road SE to Homann Drive SE
- Sleater-Kinney Road SE from Interstate 5 to Pacific Avenue SE

Along strategy corridors, a different approach is needed for maintaining safety and mobility. In lieu of road widening, alternatives (e.g., intersection improvements, connections to regional trails, extending/increasing transit service) should be applied to mitigate congestion. Bus routes are established along most of these corridors, where improved transit efficiency can encourage transit use. Traffic signal improvements that prevent buses from getting stuck in traffic, such as extended green time and queue jump lanes, will be an increasingly important area of focus.

## 8.2 Martin Way Corridor Study

Martin Way is a major regional thoroughfare and corridor serving the communities of Lacey, Olympia, and Thurston County. The former state highway serves as the area's primary alternative to Interstate 5, has frequent transit service, and is home to a variety of business activities and destinations. Looking forward, the corridor is forecast to grow in importance as a strategic transportation link and business destination. A comprehensive study of Martin Way's current conditions and future opportunities will help guide growth to better serve the needs of the community.

Much of the work related to urban corridors will be to adjust zoning standards, prioritize multimodal transportation, other implementation measures to ensure that the vision for the corridor is being achieved. Planning for this area requires the continued collaboration between Lacey, Thurston County, and Olympia due to shared jurisdiction.

An Opportunities and Alternatives Analysis for the corridor was released in 2022. The study was spearheaded by TRPC with strong participation from Thurston County, Lacey, Olympia, and Intercity Transit. The findings and recommendations of this plan will guide future land use transportation decisions, and regional planning efforts on into the future. An Action Plan for the corridor is currently under development. Upon completion, the Action Plan will offer additional guidance for the corridor's character and long-term development.

The Martin Way corridor has been identified as a strategic location where the development of a subarea plan would be a useful tool in both placemaking and revitalization.

### 8.2.1 Martin Way Corridor Vision & Goals

**Goal 1: Improve safety and local mobility for all users**

Policy A: Walking – Make walking safer and easier

Policy B: Transit – Make riding the bus safer and easier

Policy C: Bicycling – Make biking safer and easier

**Goal 2: Balance needs and accommodate regional mobility**

Policy A: Transit – Make riding the bus faster

Policy B: Flow – Keep traffic moving through the corridor

**Goal 3: Enhance accessibility and connectivity**

Policy A: Businesses – Maintain local business access

## MARTIN WAY CORRIDOR VISION

A Steering Committee made up of staff from jurisdictional partners reaffirmed the vision for the corridor, and established goals, based on feedback from community members:

*The Martin Way Corridor is an attractive mixed-use, high-density residential and commercial area where people enjoy walking, shopping, working, and living.*

*Over time, it will transition away from automobile-dominated use to a more pedestrian-friendly streetscape that also encourages bicycling and supports high-capacity transit.*

Policy B: Disabilities – Make it easier for people with disabilities to get around

Policy C: Connections – Improve connections to trails and other destinations

**Goal 4: Support inclusive growth**

Policy A: Housing – Increase the number of people living in the corridor

Policy B: Affordability – Increase the amount of affordable housing

Policy C: Vibrancy – Increase investment and activity in the corridor

**Goal 5: Build a sense of place and ownership**

Policy A: Aesthetics – Improve Martin Way’s visual appeal

Policy B: Public Spaces – Increase access to public space and amenities

Policy C: Community Engagement – Increase community involvement and a feeling of ownership in the corridor

Policy D: Continuity – Apply more consistent standards and approaches to development across the corridor jurisdictions

## 8.3 Transportation Goals & Policies

The objective of the goals and policies contained in this chapter is to achieve the community’s vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

**Goal 1: Enhance the function, safety and appearance of our streets.**

Policy A: Ensure interjurisdictional coordination with the Transportation Elements of the City and County Comprehensive Plans, the Thurston County Transportation Plan, and the Thurston Regional Transportation Plan.

Policy B: Implement a complete and interconnected transportation network.

Policy C: Streets should be a modified grid patterns that terminate in other streets, where feasible. Alleys may be utilized in residential and mixed-use developments.

Policy D: Discourage cul-de-sacs where topography allows. Encourage well-connected streets in new and existing neighborhoods.

Policy E: Ensure that right-of-way and pavement widths are the minimum necessary to provide for the safe use of vehicles, public transit, bicycles and pedestrians.

Policy F: Ensure coordination between Lacey and Thurston County to ensure that development standards and road/street level of service standards within the UGA are consistent at the time of annexation.

**Goal 2: Support land use policies and plans to allow densities and a mix of uses that reduce the number and length of vehicle trips. Increase the opportunity to use public transportation and non-motorized modes of travel.**

- Policy A: Provide incentives for new development located within ¼ mile of Intercity Transit served corridors. Development incentives could include, but are not limited to, density increases, increased square footage, additional building height, transportation mitigation fee adjustments, and parking requirement incentives.
- Policy B: Encourage land development proposals to utilize the full capacity of the existing multimodal transportation system, especially transit and non-motorized modes.
- Policy C: Ensure that destination sites, including job centers, commercial areas, office complexes and other economic development generators are connected with multimodal transportation options.
- Policy D: Encourage land use policies that support destination sites where uses are close enough together that consumers, customers and other users can access each without the need of an automobile.
- Goal 3: Prioritize and encourage bicycle and pedestrian trips by providing a safe, well-connected, and convenient bicycle and pedestrian circulation network throughout the community.**
- Policy A: Support the City of Lacey ‘Pedestrian Crossing Policy’ requirements that consider the installation of marked crosswalks at uncontrolled intersections and mid-block locations as part of public project design, general roadway evaluation and/or review of land use applications.
- Policy B: Implement the goals, policies, and strategies identified within the Lacey Pedestrian and Bicycle Plan.
- Goal 4: Ensure that private development projects, including subdivision and commercial/retail project design, facilitate measures to improve multimodal transportation.**
- Policy A: Support optional minimum on-site parking requirements to ensure that parking is “right sized”, especially in areas where significant on-street parking exists or in areas well served by other transportation modes.
- Policy B: Require pedestrian-friendly building designs within commercial nodes and along corridors. Parking lots serving mixed-use and commercial developments should be located to the rear or sides of buildings.
- Policy C: Private development projects should incorporate bicycle parking and a site design that will accommodate transit.
- Goal 5: Support Intercity Transit’s efforts to meet the transportation needs of all segments of the community by providing a high quality, safe, convenient, accessible, and cost-effective transit service as an attractive alternative to the single-occupancy vehicle.**
- Policy A: Continue to recognize transit’s economic development role in the community by connecting residents to jobs and other day-to-day activities.
- Policy B: Encourage Intercity Transit to extend regular bus service in order to serve and connect growing residential, commercial, and industrial developments. In the interim, support the development of innovative techniques and methods to provide service including shuttles, vanpools, and carpools through partnerships between the city, county, Intercity Transit, TRPC and the private sector.



**Policy C:** Take an active role in Intercity Transit’s planning process, including any updates to route planning and schedule structure.

## 8.4 Transportation Implementation Strategies

The Lacey community has developed an extensive set of implementation strategies to improve transportation choices and safety within the city.

The strategies range from updating the Public Works Development Guidelines to implementing a city-wide wayfinding program to help people navigate pedestrian and bicycle networks. Other policies include enhancing street design for walking and biking, providing additional separation between different modes of transportation, and improving intersections and trail crossings.

In addition to infrastructure improvements, informational campaigns, training programs, and automated enforcement programs are proposed. By providing a variety of implementation strategies, these goals and policies have the potential to create a safe and accessible environment for all roadway users.

- Strategy 1:** Develop regulations and codify requirements for street connectivity.
- Strategy 2:** Continue to request that Intercity Transit extend regular bus service to northeast Lacey to serve and connect growing residential, commercial, and industrial development.
- Strategy 3:** Develop and implement guidelines and policies that support a complete and interconnected transportation network, which includes well-connected streets, modified grid patterns, and alleys in residential and mixed-use development.
- Strategy 4:** Discourage cul-de-sacs where topography allows, and encourage well-connected streets in new and existing neighborhoods.
- Strategy 5:** Develop and implement incentives for new development located within ¼ mile of Intercity Transit served corridors, including density increases, increased square footage, additional building height, transportation mitigation fee adjustments, and parking requirement incentives.
- Strategy 6:** Encourage land use policies that support destination sites close enough together that consumers, customers, and other users can access them without the need for an automobile.
- Strategy 7:** Develop a corridor improvement plan that identifies key areas for improvement related to accessibility, connectivity, and safety. The plan should include a mix of short-term and long-term strategies, such as improving sidewalks, crosswalks, and bike lanes; adding pedestrian lighting; and improving transit stops and shelters. The plan should also prioritize the needs of people with disabilities and local businesses, while encouraging inclusive growth and community engagement.

### 8.4.1 Lacey Pedestrian & Bicycle Plan Implementation Strategies

In addition to the transportation goals and policies previously stated, the following is an excerpt from the Pedestrian and Bicycle Plan for the City of Lacey and Lacey UGA.

- Strategy 1: Update the Public Works Development Guidelines to reflect best practices in multimodal street design.
- Strategy 2: Where feasible, provide additional separation between people walking and biking, and motor vehicles.
- Strategy 3: Where direct routes are feasible, explore all opportunities to connect neighborhood streets with low vehicle volumes and speeds, and enhance these streets for comfortable walking and biking.
- Strategy 4: Design intersections and mid-block crossings to be intuitive, convenient and responsive to the needs of all pedestrians and bicyclists, including the most vulnerable users (i.e. children, seniors, and persons with disabilities).
- Strategy 5: Where possible, implement signal strategies such as protected walk/bike phases, leading pedestrian intervals, providing additional crossing time, and minimizing wait times, particularly in areas with higher pedestrian volumes or during periods with high pedestrian volumes such as school dismissal times.
- Strategy 6: Provide crosswalk enhancements at unsignalized crossing locations per the Federal Highway Administration's Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations
- Strategy 7: Partner with agencies such as Thurston County Public Health to develop safety messaging aimed at all roadway users, which can be disseminated in a variety of ways including billboards, PSAs, bus placards, utility bills, social media, and at events.
- Strategy 8: Ensure signage accompanies installations of new bicycle or pedestrian engineering treatments that have not previously been installed in the community to inform roadway users how to use or interact with the treatment.
- Strategy 9: Officer training about laws pertaining to bicyclists and pedestrians, including where bicyclists can ride, how motorists should interact with bicyclists (i.e. 3-foot law, aggressive driving), the Vulnerable User Law, E-bike legislation, and what constitutes a legal crossing. Officers should
- Strategy 10: also be trained on new engineering treatments so they understand how they're supposed to work with existing laws.
- Strategy 11: Utilize automated enforcement, including speed and red-light cameras.
- Strategy 12: Target enforcement of behaviors that commonly contribute to crashes and serious injuries and fatalities, including speeding, failure to yield and non-compliance with traffic-control. Other behaviors such as riding a bicycle at night without lights and wrong-way riding should be addressed through education.
- Strategy 13: Find opportunities to provide short connections to trails, between local neighborhood streets and to activity centers should be fully explored to improve the convenience of walking and biking.
- Strategy 14: Develop regulations and codify requirements for block size and street connectivity for new development to ensure such development is well-integrated with the surrounding

transportation network and has a connected street network that disperses traffic and provides convenient and comfortable mobility to people walking and biking.

- Strategy 15: Where an arterial or collector road is the only possible option for providing a bicycle and pedestrian network connection, and there are not opportunities to provide additional physical separation between people walking and biking and motor vehicles, the following speed management strategies should be explored: reduction in number of vehicle lanes where it is determined there is excess vehicle capacity, lane narrowing where vehicle travel or turning lane width is greater than 11 feet, signal timing, introducing visual friction to the roadway such as trees, and lowering the posted speed limit using FHWA-endorsed methods for setting speed limits such as USLIMITS2 or the “injury minimization” approach.
- Strategy 16: Provide sidewalks along both sides of the road, and additional opportunities to cross major roads in proximity to schools, parks and recreation facilities, and transit stops. Crossings should be enhanced per the Federal Highway Administration’s Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations.
- Strategy 17: Support schools that are actively involved in the Bike and Pedestrian Safety Education program (aka Bikes in PE) by making infrastructure investments that expand pedestrian and bicycle access to these schools.
- Strategy 18: Better integrate walking and bicycling with transit so these modes are a competitive alternative to driving. This means prioritizing sidewalks and bicycle facilities that connect to transit stops that are, or have potential to be, heavily used given surrounding land uses.
- Strategy 19: When possible, the City should be opportunistic in acquiring rights-of-way and land for trails, particularly within the eastern portion of the City and the City’s UGA. Specifically, the City will partner with Thurston County and Thurston Regional Planning Council to develop a strategy to extend the Karen Fraser Woodland Trail to the east, should the right-of-way become available.
- Strategy 20: New developments near trails should be required to make easy connections to trails and the City should work with existing developments adjacent to existing trails to make such connections.
- Strategy 21: Trail crossings should be improved to better ensure safety for trail users.
- Strategy 22: As a strategy for improving walking and biking network connectivity and safety, research and consider implementing Multi-Modal Level of Service (MMLOS) standards to augment the City’s Strategy Corridors and integrate performance measures that include sidewalks, bike lanes, transit, shared use paths, as well as automobiles.
- Strategy 23: Provide walking- and biking-related information and resources on the City’s website.
- Strategy 24: Implement a city-wide wayfinding program to help people navigate the pedestrian and bicycle networks, and access community destinations with confidence. This may entail coordination with efforts by Thurston Regional Planning Council to establish wayfinding on the regional trail network.

- Strategy 25: Update the city development code's bicycle parking requirements for new development to ensure sufficient secure, convenient parking is provided for different land uses (see Lacey's Bicycle and Pedestrian Facility Design Guide for more details). The City should also consider a combination of requirements and incentives for commercial developments to provide other end-of-trip facilities such showers, repair stations, and lockers.
- Strategy 26: Encourage existing development to install secure and convenient bike parking, including secure and sheltered bike corrals within major shopping areas to facilitate one-stop shopping. Encouragement efforts might include mechanisms such as the Bicycle-Friendly Business Program, outreach and promotion, waiving permit fees, providing information on bike rack manufacturers and installers, cost-sharing or grant funding provided by the City or one of its partners such as Thurston Regional Planning Council or Thurston County Public Health.
- Strategy 27: Reallocate underutilized right-of-way to better accommodate walking and biking with new or enhanced infrastructure. Explore the use of low-cost materials such as paint, flexposts, and wheel stops as an interim measure to evaluate performance or until permanent modifications can be funded.
- Strategy 28: Remove unnecessary barriers that impede access to public property, such as fences and network gaps. Public property can serve as both key community destinations, and important network connections
- Strategy 29: Be active partners in North Thurston School District's Safe Routes to School efforts and Intercity Transit's Walk N Roll program.
- Strategy 30: Contribute to Thurston Regional Planning Council's paper and interactive bike maps, and promote other programs and events that encourage walking and biking among a broad range of residents such as Washington State's Bicycle Commute Guide and Cascade Bicycle Club's Tips for Biking and classes.
- Strategy 31: Partner with advocacy or other organizations to host community bicycle rides and walks, open street events and bike swaps.
- Strategy 32: Implement demonstration projects (i.e., tactical urbanism) that allow people to visualize and experience new engineering treatments intended to improve user comfort and safety. Such demonstrations may be part of an open street event.
- Strategy 33: Develop a Bicycle-Friendly Business Program (or promote the League of American Bicyclists' BFB program).
- Strategy 34: Analyze collision data maintained by WSDOT on at least an annual basis to understand where crashes are occurring and what contributing factors exist. Consider promoting crowdsourcing applications such as <http://www.bikemaps.org/> to gather information on near misses and other safety-related information that is not captured in traditional crash data. Consider developing a mobile version of the Citizen Request Form to provide people walking and biking the ability to report safety- or maintenance-related issues as they encounter them.

## 9 Utilities & Capital Facilities

VISION FOR THE FUTURE: Clean, plentiful water and significant reductions in waste.

### GENERAL KEY ACTIONS:

- Coordinate utility plans with future development plans to ensure utility services like drinking water, wastewater and stormwater treatment, and trash services can be provided.
- Provide reliable utility services at reasonable costs while ensuring support of the environment, equity, economic development, and public health.

### DRINKING WATER KEY ACTIONS:

- Ensure there is enough clean drinking water for current and future generations.
- Ensure wellhead protection areas are protected from pollutants.
- Maintain the drinking water system for reliable and high-quality drinking water.

### WASTEWATER KEY ACTIONS:

- Ensure wastewater treatment facilities can meet growing demand.
- Encourage reductions in septic systems.

### STORMWATER RUNOFF & SURFACE WATER KEY ACTIONS:

- Reduce frequency and severity of flooding through improvement and maintenance of stormwater systems.

## 9.1 Utilities & Capital Facilities Goals & Policies

The Utilities Element covers utilities supplied by the private sector, including electrical, telecommunication, and natural gas, as well as utilities provided by the City, including water, sewer, and storm water.

The objective of the goals and policies contained in this chapter is to achieve the community's vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

**Goal 1: Achieve coordination and cooperation among local jurisdictions regarding utility planning.**

**Policy A:** Coordinate with neighboring jurisdictions to achieve consistency in infrastructure, services, regulations, and long-range plans.

**Policy B:** Cooperate in the planning of multi-jurisdictional additions and improvements.

**Goal 2: Encourage coordination and cooperation between the city, county, and the various private utility providers.**

**Policy A:** The county, city, and utility providers should share information regarding development plans, population growth projections, and other information relative to growth and the accompanying demand for services.

- Policy B: Incorporate input from utilities in developing ordinances or resolutions regarding permits for street excavation within the public right-of-way.
- Policy C: Work with Olympia, Tumwater and the City of Lacey to review and update policies like the Thurston County Sewerage General plan that determine where sewer lines should be extended, when conversion is necessary, and when on-site sewage systems should be allowed to serve new development.
- Goal 3: The City and some of the UGA is served by a City-owned wastewater collection and transmission system that is designed to minimize leakage, overflows, infiltration and inflows so as to provide sufficient capacity for projected demand.**
- Policy A: Extend the wastewater gravity collection system when appropriate through both public and private development projects.
- Policy B: Ensure development is in conformance with the City of Lacey Water System Plan and Wastewater Comprehensive Plan.
- Policy C: Limit and ultimately phase-out community septic systems in the Urban Growth Area.
- Policy D: Encourage septic system owners to connect to the City wastewater system by offering incentives, cost-recovery mechanisms, pipe extensions and other tools.
- Policy E: Permit new STEP systems only for individual lots in neighborhoods currently served by STEP systems.
- Policy F: Whenever possible, require the conversion of septic systems to the City-owned wastewater collection system upon septic system failure or building use change, whenever feasible.
- Goal 4: Designate utility corridors.**
- Policy A: Consult with utility providers to designate utility corridors.
- Policy B: Whenever feasible, utility corridors shall be included in public rights-of-way.
- Policy C: Alternative corridors should be designated to provide flexibility for development in the future.
- Policy D: Encourage joint trenching between utility providers.
- Goal 5: Underground utilities where feasible to provide improved safety and better aesthetics.**
- Policy A: Require the undergrounding of all new electrical distribution and communication lines where it is a logical course of action, balancing the cost, health considerations, and the benefits.
- Policy B: Encourage the undergrounding of all existing electrical distribution and communication lines where it is a logical course of action, balancing the cost, health considerations, and benefits.
- Goal 6: Require compatibility of utility development with existing and planned land uses.**
- Policy A: Require screening and/or architecturally compatible integration of all new substations.
- Goal 7: Encourage public participation during planning for siting of utilities.**



Policy A: Provide opportunities for community input on the siting of proposed utility facilities.

**Goal 8: Regulate vegetation management by utilities.**

Policy A: Ensure trimming and removing vegetation is performed in an environmentally sensitive and aesthetically acceptable manner and according to professional arboricultural specifications and standards.

Policy B: Identify tree species for planting under power lines that will not grow to interfere with the lines, or become potential hazard trees to the infrastructure.

**Goal 9: Conserve energy resources.**

Policy A: Encourage development of cost-effective and environmentally sensitive alternative technologies and energy sources in the built environment.

Policy B: Encourage conservation of energy by finding and implementing incentives at the time of new development and redevelopment.

**Goal 10: Encourage provision of land resources for utilities.**

Policy A: As new development projects are planned and developed encourage early consideration of land resources for utility substations and improvements necessary to serve these developments.

Policy B: Where possible, accommodate utility substations and improvements within the developments that necessitate the utility improvements.

Policy C: Utility substations and utility improvements necessary to serve urban growth should be located within the urban growth management boundaries.

**Goal 11: Good utility planning assures that existing and future customers are adequately served by water, sewer, and stormwater utility services that consider both growth demand projections and asset management.**

Policy A: All proposed development should be analyzed for anticipated impact on utilities and services, either as an element of the site plan review, subdivision review, or as a part of the environmental impact assessment.

Policy B: Preference should be given to providing adequate public facilities to the following:

- 1) Settled areas and existing customers, rather than extending new services to sparsely settled or undeveloped areas.
- 2) Incorporated land before serving un-incorporated areas. Sewer extension shall be encouraged in areas needing ground water protection or surface water protection or in areas with existing residential, commercial, or industrial uses operating with failing systems.
- 3) Extension of water utility service beyond the City's established water service area should only be done in cases of failing water service or water quality problems. Utility line extensions to directly serve new customers should be wholly funded by private parties through Utility Local Improvement Districts (ULID) or as a development requirement.

- Policy C: The City will support local efforts and facilitate the connection of existing septic systems to City sewer, where feasible.
- Policy D: Residential and commercial development utilizing septic tanks for sewage disposal which have sanitary sewer laterals readily available shall be required to hook up to sanitary sewer when the system fails, needs replacement, requires major repairs, or when necessary for groundwater resource protection.
- Policy E: The City shall work cooperatively with the Health Department to maximize onsite sewage system design compatibility with the City's sewer system and minimize the problems associated with transition to sewer.

### 9.1.1 Water Resources

**Goal 1: Ensure the long-term protection and preservation of both the quality and quantity of groundwater and surface waters for all uses.**

- Policy A: Ensure that policies, requirements, and standards promote compliance with the Federal Clean Water Act and source water protection provisions of the Safe Drinking Water Act.
- Policy B: Regularly review and update requirements, standards, and Water, Wastewater and Stormwater Comprehensive Plans, as needed, to reflect best available science and applicable state and federal regulations.
- Policy C: Participate in regional efforts to protect surface and ground waters, develop reclaimed or other multi-jurisdictional water supplies, and identify groundwater and watershed protection areas.
- Policy D: Promote the use of reclaimed water as a strategy and priority for the conservation of water resources given the water resource challenges facing our community.

### 9.1.2 Low Impact Development:

- Policy A: Promote public open spaces for the installation of Low Impact Development (LID) that is based in Best Management Practices (BMP's), including bioretention facilities and permeable pavement. Include public education elements in LID BMP's in open spaces.
- Policy B: Preserve environmental quality by taking into account the land's suitability for development and directing intense development away from critical areas and soils with poor infiltration potential for stormwater management.
- Policy C: Encourage the use of LID techniques and BMP's within setbacks and buffers where appropriate.
- Policy D: Encourage the use of permeable paving surfaces for parking lots, sidewalks, driveways, alleys, and low-use roadways.

## 9.2 Utilities & Capital Facilities Implementation Strategies

The following strategies have been identified to achieve the goals and policies of the Joint Plan as it relates to the placement, operation, and maintenance of existing and future public facilities.

Strategies seek to address issues related to stormwater management, water distribution, design standards for wireless communication, and capital improvements. Through the implementation of these strategies, the Lacey community will continue to manage its resources and infrastructure in a responsible and sustainable way.

- Strategy 1: Incorporate stormwater LID best management practices and LID principles by reviewing and revising development related codes, rules, and standards to comply with the Stormwater Management Manual and the National Pollutant Discharge Elimination (NPDES) Phase II permit requirements.
- Strategy 2: Collaboratively prepare a comprehensive reclaimed water system plan to guide the future construction of a reclaimed water distribution system to serve future main street corridors.
- Strategy 3: Support the preparation and implementation of the Comprehensive Reclaimed Water Plan to secure additional water rights for the City.
- Strategy 4: Review and update design standards for wireless communication facilities.
- Strategy 5: Support the update of the six-year Capital Facilities Plan to coordinate utility capital improvements.

## 10 Implementation

Successful implementation of the concepts, goals, and policies of the Joint Plan may require changes in regulations, procedures, programs, capital investments, and other activities on the part of Thurston County and/or the City of Lacey.

The objective of the goals and policies contained in this chapter is to achieve the community's vision by preparing for planned growth that will contribute to and enhance the character of our community. All policies, proposed development codes and zoning changes should be reviewed within the context of these goals.

### 10.1 Plan Coordination Goals & Policies

- Goal 1:** Strive for consistency and coordination between all elements of the Joint Plan, as well as other plans and regulatory land use codes.
- Policy A:** Establish land use policies that are consistent with, and help implement, requirements of the Growth Management Act.
- Policy B:** Establish land use policies that are consistent with and implement county-wide planning policies.
- Policy C:** Integrate the provisions of the Thurston Climate Mitigation Plan efforts in local plans, regulations, and programs, as appropriate.
- Policy D:** Maintain a joint planning program between the City of Lacey and Thurston County to foster consistent land use designations and development standards.
- Policy E:** Maintain development standards within the Lacey UGA consistent with those administered by the City of Lacey in accordance with approved agreements.
- Policy F:** Establish land use goals, policies and implementation strategies that give specific guidance on amendments and implementation of development regulations including the zoning code, land division regulations, and design review standards.